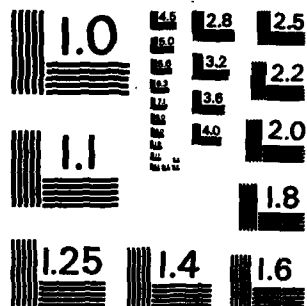DETERMINANTS OF CIVILIAN HIGH GRADE TURNOVER(U)
LEADERSHIP AND MANAGEMENT DEVELOPMENT CENTER MAXWELL
AFB AL J S AUSTIN ET AL. APR 84 LMDC-TR-84-2

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The commander of a major Air Force organization with a high percentage of civilian personnel requested a special study of high grade civilian turnover in an attempt to be proactive to an anticipated favorable industrial hiring climate in the next two to three years. The focus of this investigation was on factors influencing decisions to stay with or leave that organizaton. Data gathering included survey data of currently assigned personnel, open-ended written comments, randomly selected structured interviews with currently assigned personnel, and telephone interviews with personnel who had recently left. The purpose of this technical report was to document the key results of this multifaceted approach to help determine possible causes of high grade civilian turnover.

The results indicated that the overwhelming reason individuals had elected to stay with this organization was a general satisfaction and motivation derived from the characteristics of the job itself. Other key motivators included job security, geographical area, and, for many, the pay and benefits package.

Lack of advancement and promotion opportunity were the clear issues influencing one's

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decision (or potential decision) to leave the organization. Other issues included organizational leadership, petty restrictions, possible changes in the retirement system, and higher pay. Pay surfaced as both a motivator to stay, and for others, as a key factor in a decision to leave. ←

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Table of Contents

Background

The commander of a major Air Force organization with a high percentage of civilian personnel requested a special study of high grade civilian turnover in an attempt to be proactive to an anticipated favorable industrial hiring climate in the next two to three years. In growing economies, industry can and does have the capability to hire competent federal employees through attractive wage and benefit packages. Such loss of promising and proven talent is particularly disruptive in certain Air Force activities, especially in the acquisition and development business since the full cycle from idea to acquisition often lasts in excess of five years, and military corporate memory is usually complete back only three to four years. There is also a tremendous learning curve which is broken when experienced personnel move to other employment.

For these reasons, and the organization's proven track record for people concern, the Leadership and Management Development Center (LMDC) was contracted to provide an in-depth analysis of the senior civilian force. The focus of the investigation was on factors influencing decisions to stay with or leave that organization. Data gathering included survey data of currently assigned personnel, open-ended written comments, randomly selected structured interviews with currently assigned personnel, and telephone interviews with personnel who had recently left. The purpose of this technical report is to document the key results of this multifaceted approach to help determine possible causes of high grade civilian turnover.

This paper is subdivided by major data gathering techniques. Within each section there are descriptions of the method used for data gathering, results,

and discussion. The major sections are survey data, open-ended written comments, and structured interviews. The general conclusions are then presented in a final summary chapter.

Because of LMDC's strong commitment to insuring a confidential working relationship with all organizations and individuals, all references to specific organizations have been removed. It is important to retain this trust to insure the strength of future organizational development work with other Air Force units. This paper is being released by the organization commander for its potential use by other Air Force and Department of Defense organizations with civil service employees. It may be argued that the sample is unique and that the results are generalizable only to this organization. In fact, certain of the results may be just that; as will be shown, geographical area is a consideration at this relatively attractive geographic setting. It is probable, however, that most of the results, particularly when combined with any other similar study, have broader application. Indeed, geographical location is often a popular determinant in all geographic regions of the United States (for those who have chosen to remain at that location). It is also noted that this sample is weighted toward professionals (engineering) and is exclusively high grade (General Schedule (GS) grade 12 and higher). These people are a critical resource to the Air Force and are perhaps the most difficult to replace. The reader is cautioned to consider these limitations.

Analysis of Survey Data

Method

A survey was designed explicitly for the purpose of studying civilian turnover within this organization. This instrument's validity is demonstrated through its close parallel to the Air Force officer exit survey currently employed by the Air Force Military Personnel Center. Adaptations were made to insure its applicability to civil service employees. The final instrument (Appendix A) was reviewed by the organization, the Air Force Civilian Personnel Management School, and survey experts in the Research and Analysis Directorate within LMDC.

The survey contains 60 items: 4 demographics, 41 items designed to capture how much an issue would contribute to one's decision to leave the organization, and 15 items designed to capture the importance an issue has on one's decision to stay at the organization. The response options were on a seven point scale (with 1 being No Contribution and 7 reflecting Major Contribution).

A sample of 591 personnel was drawn from the population of 978 civil service employees with the grade of 12 or above. A grade by personnel category breakdown is provided in Table 1. A number of persons (31) are not classified by category because of errors in scan sheet recording. These data are used in overall analysis, but are withdrawn in analysis by category.

Table 1

Survey Sample by Category and Grade

Category	Grade	Total N
GS	12-14	427
	12	302
	13	117
	14	8
GM	13-15	129
	13	57
	14	54
	15	18
SES	All	4
Unidentified		31
Grand Total		591

The analysis will include several approaches. First, descriptions of the sample will be provided. Second, descriptive statistics will be used to portray the data by a number of methods. Additionally, some statistical comparisons were made by using t-tests and one way analysis of variance with Student-Newman-Kuels follow-up range tests. Finally, the results of a stepwise regression analysis are presented.

Results

This section is subdivided into several areas. These areas include further description of the subjects; a presentation of the means and differences by the primary categories of General Schedule (GS), General Manager (GM) and Senior Executive Service (SES); summaries of the highest contributors to turnover by category; and an analysis by education level, functional area, and by career intent. Finally, a regression analysis was performed to help summarize pertinent issues as related to one's decision to depart or stay at this organization.

Demographics. Further descriptions of the sampled personnel are shown in Figures 1-8. As is portrayed, and not surprisingly, the senior grade civilian work force has considerable time invested with the Air Force (combined military and civilian employment time), with the largest group of both GS and GM employees having greater than 20 years service (Figures 1 and 2). The data were also broken out by seven major working categories to see if there were important differences. Unit C and F (two units with a large number of engineers) personnel have high percentages of those over 20 years, Unit E (a plans shop) has a high proportion of those in the middle bracket (11-20 years), and Units A and D have high percentages in the 0 to 10 year bracket (Figures 3-5). Additionally, high percentages (approx 40 percent) of these groups have considerable (greater than 5 years) time in their present job (Figures 6 and 7). We also found the sample to be highly educated (Figure 8 and 9). Of those surveyed, 41 percent of the GS high grades, and 65 percent of the GM personnel have at least a masters degree.
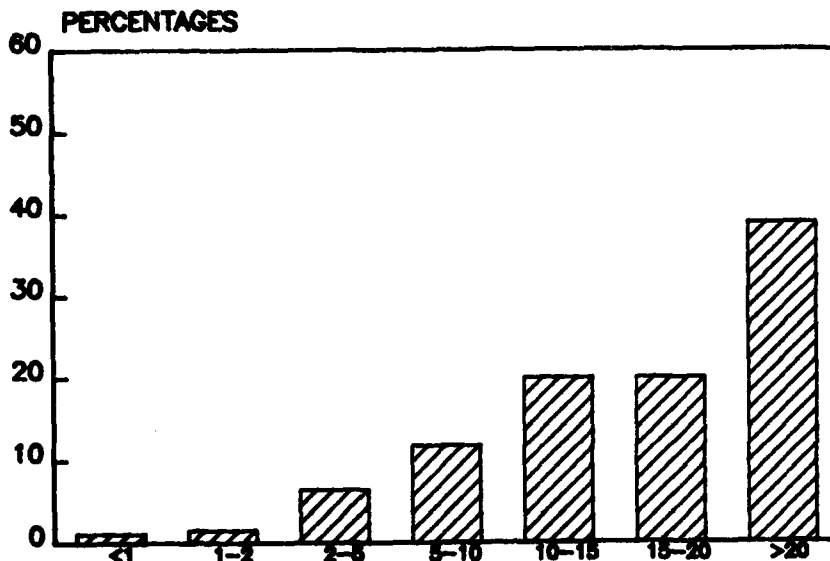
GS
YEARS WITH AF

Figure 1. Time With the Air Force - General Service
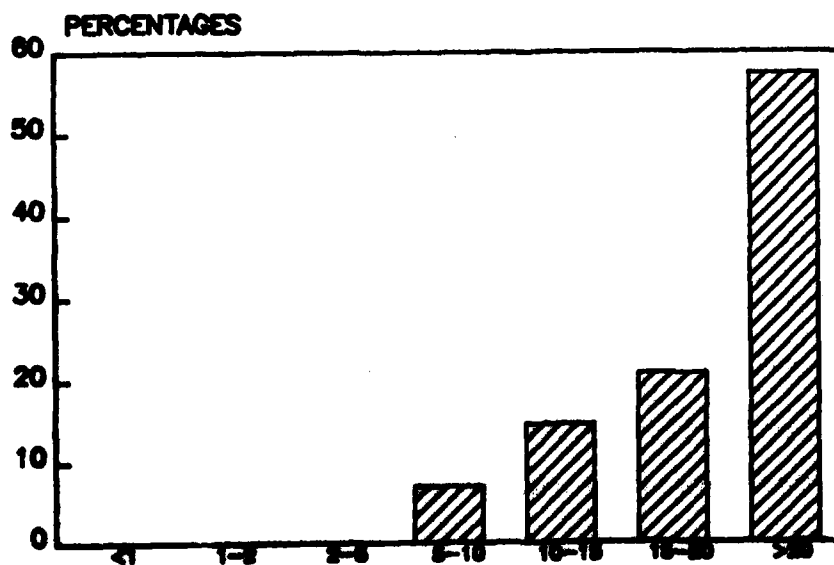
GM
YEARS WITH AF

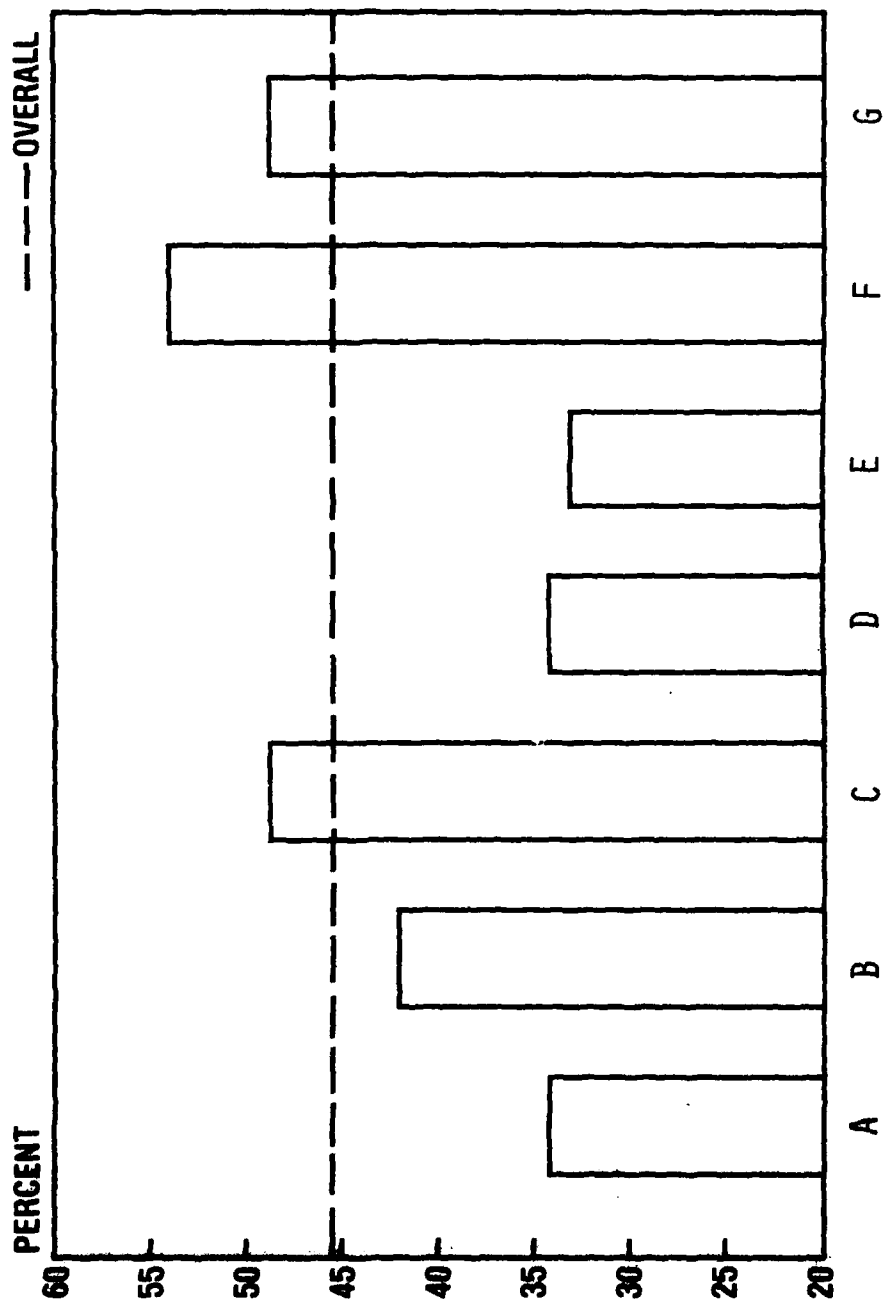Figure 2. Time With the Air Force - General Managers

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FEDERAL SERVICE TIME
20+ YEARS

Figure 3. Federal Service Time By Organizational Unit - Greater Than 20 Years
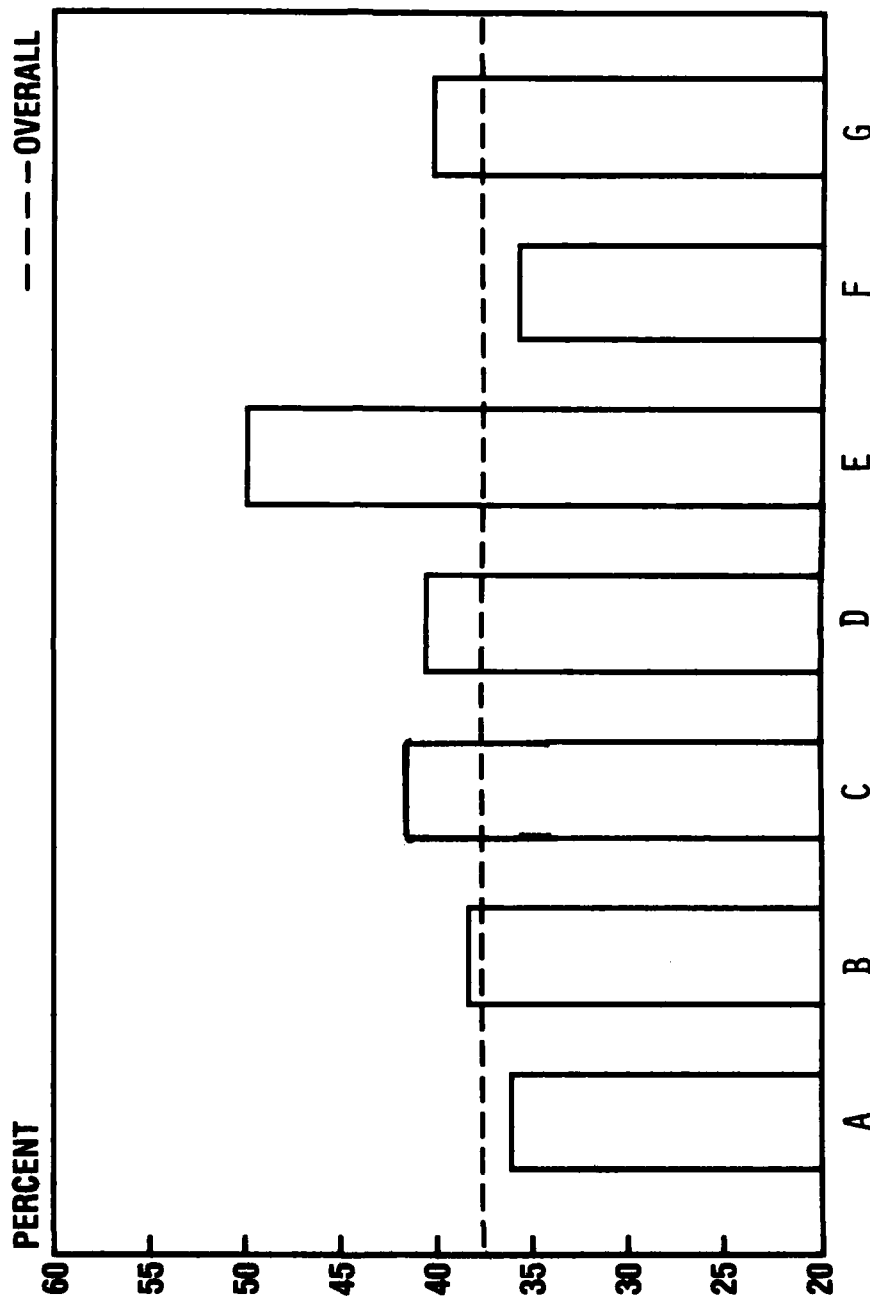
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Figure 4. Federal Service Time by Organizational Unit - 11-20 Years

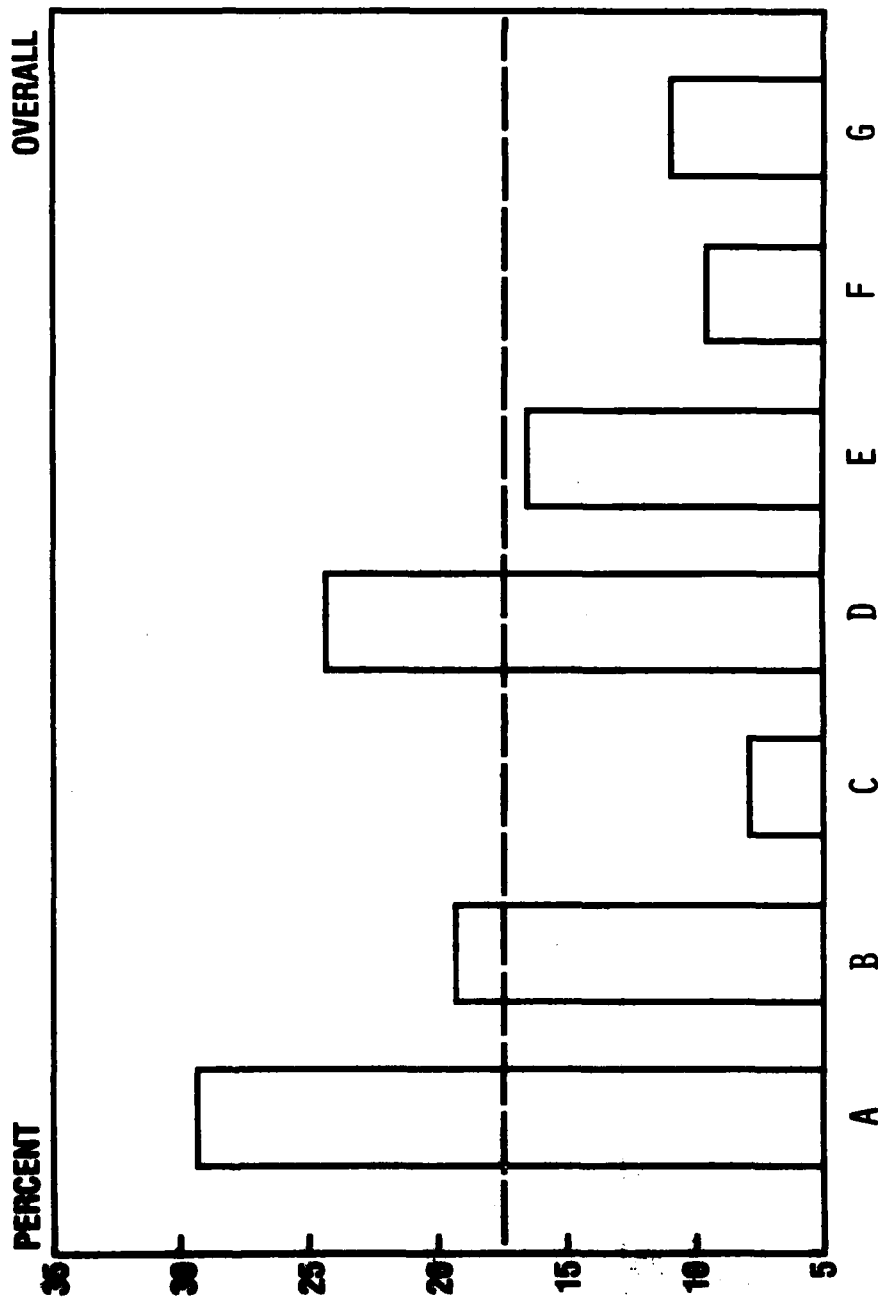# FEDERAL SERVICE TIME
0-10 YEARS

Figure 5.   Federal Service Time by Organizational Unit - 0-10 Years
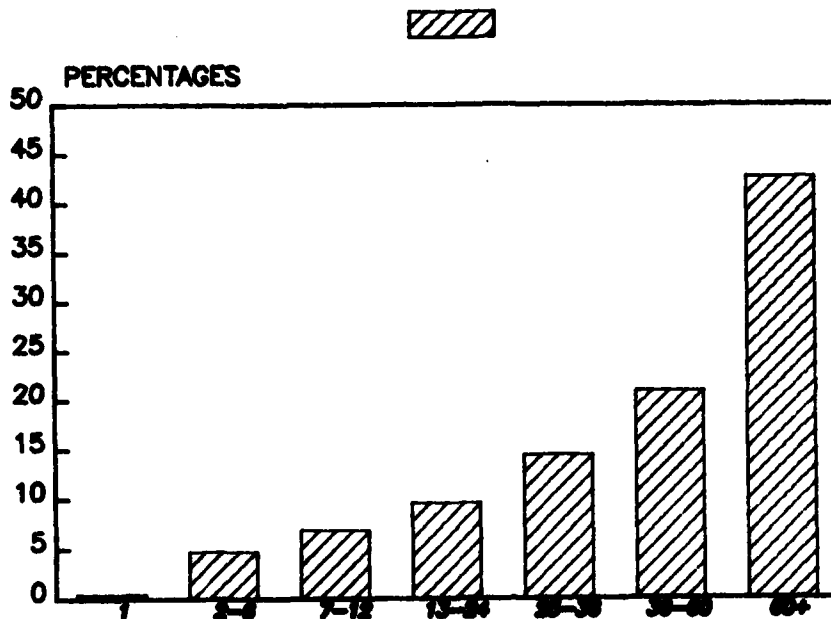
GS
TOTAL MONTHS IN PRESENT JOB

Figure 7.   Total Months in Present Job - General Service

GM
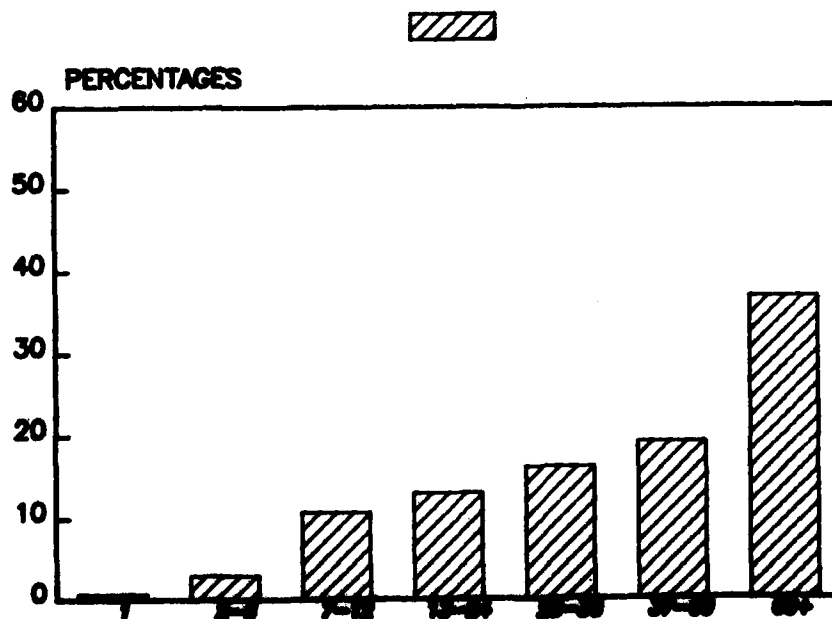# TOTAL MONTHS IN PRESENT JOB

Figure 7.   Total Months in Present Job - General Manager
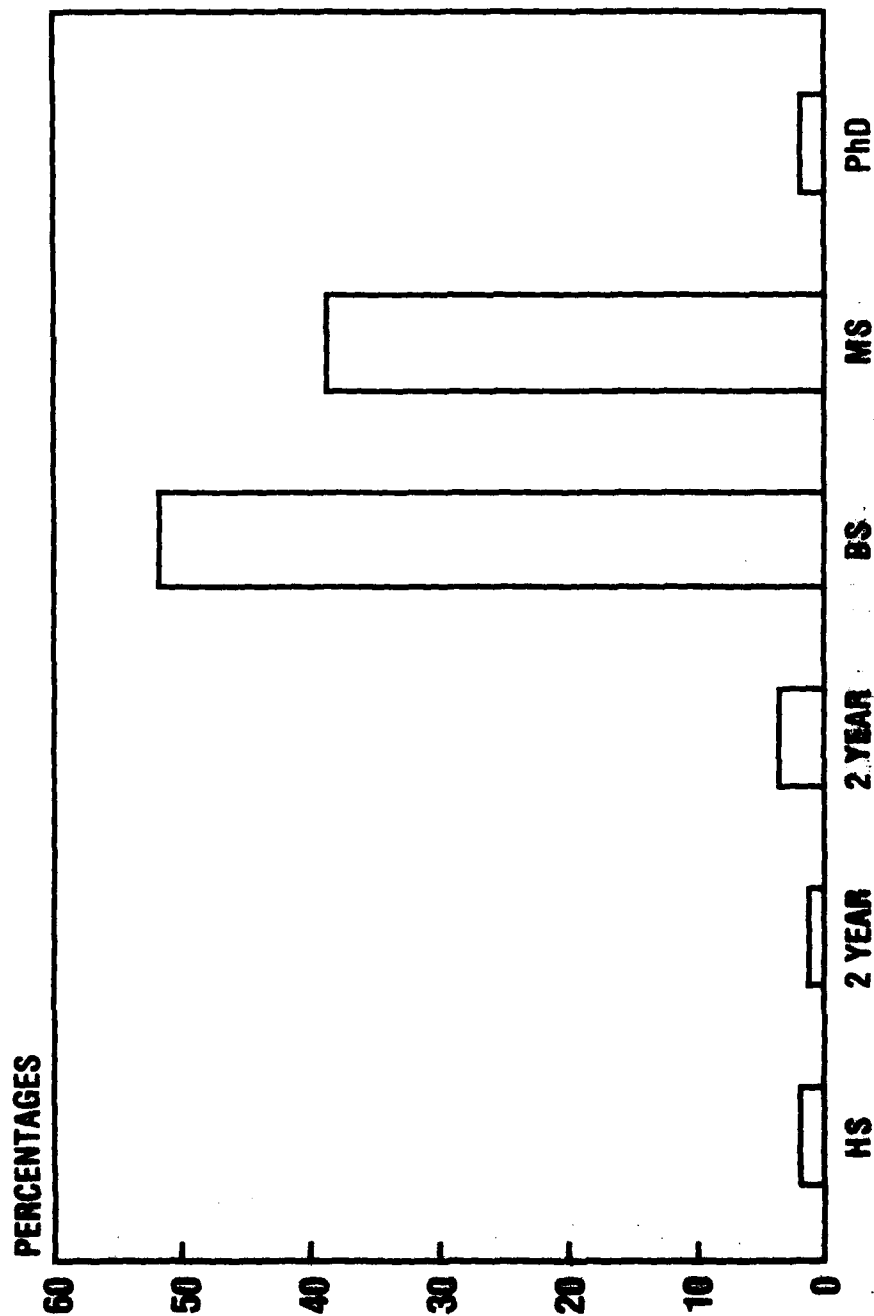
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GS

HIGHEST LEVEL OF EDUCATION

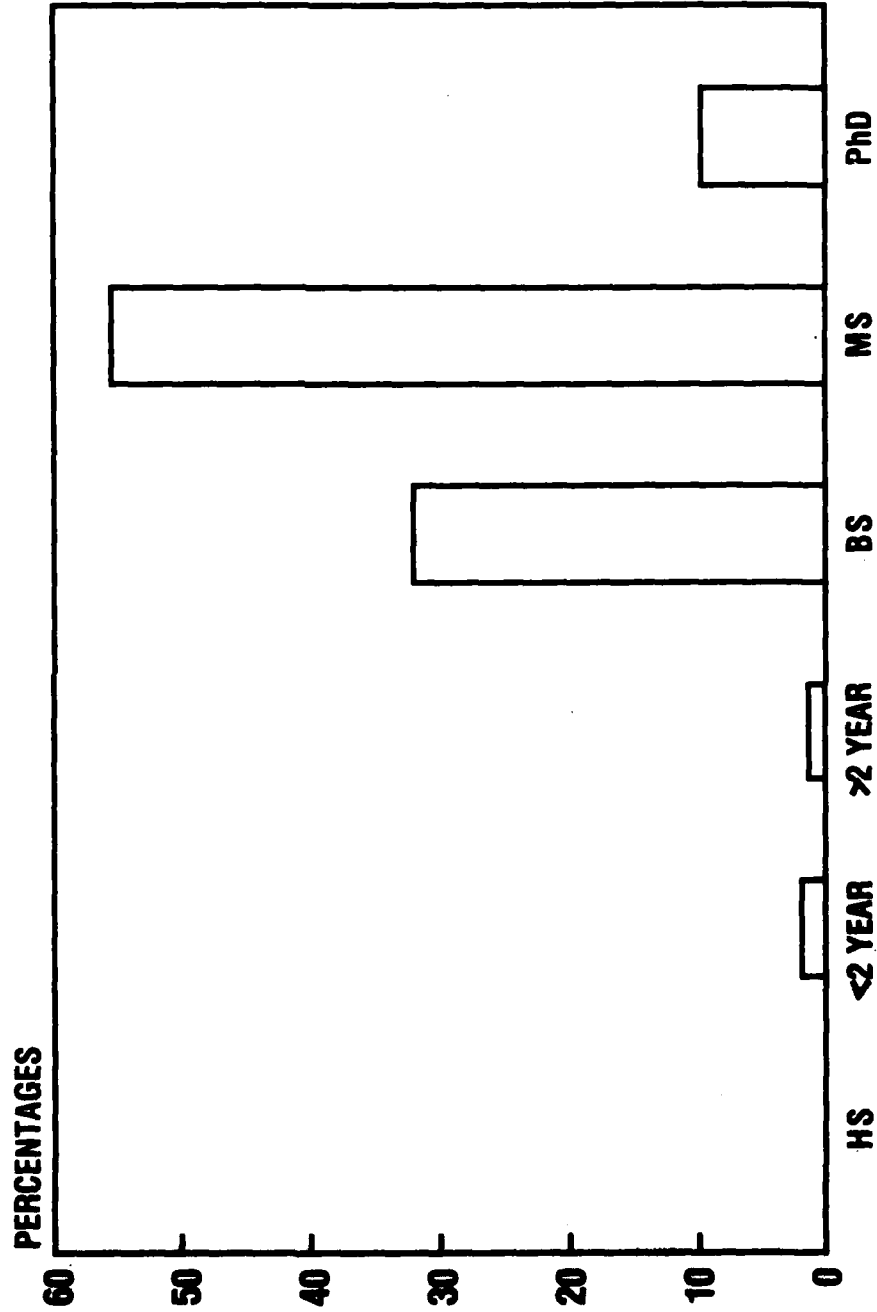Figure 8. Highest Level of Education by Percentages - General Service

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Figure 9. Highest Level of Education by Percentages - General Manager

Finally, the sample has been broken down by employment intention (Figures 10 and 11). While the retirement categories are useful, most research has focused on the "likely" and "will" terminate categories. Those categories generally reflect a fair predictor of the likelihood of separation. The GS (11 percent) and GM (11.6 percent) numbers are higher than previous research on scientists and engineers. In 1981, Austin found that in the LMDC data base, only 7 percent of the GS-9 through 15 group would be likely to separate as soon as possible. It is also important to note that nearly 20 percent of the sample plan to retire as soon as possible.

Survey means by personnel category. All the data means are shown in Tables 2 and 3. The first of these tables shows the level of contribution particular issues have in influencing one's decision to leave the organization. The means are broken down by GS, GM, and SES. All means were generated from data which were on a 1 to 7 scale. Generally, a higher mean indicates a greater contribution of an issue toward a potential decision to depart. Table 3 depicts the level of influence an issue might have toward one's decision to stay with the organization. These data are again portrayed by personnel category.

A summary of the greatest impactors are found in Tables 4-9. The greatest contributors toward a decision to leave for both GS (Table 4) and GM (Table 5) employees are promotion opportunity, potential retirement changes, general erosion of benefits, lack of advancement and insufficient pay increases. It is only after these issues that pay overall and outside opportunities become important. SES concerns center more directly on money issues followed by limited promotion opportunity (Table 6). Addressing top motivators toward

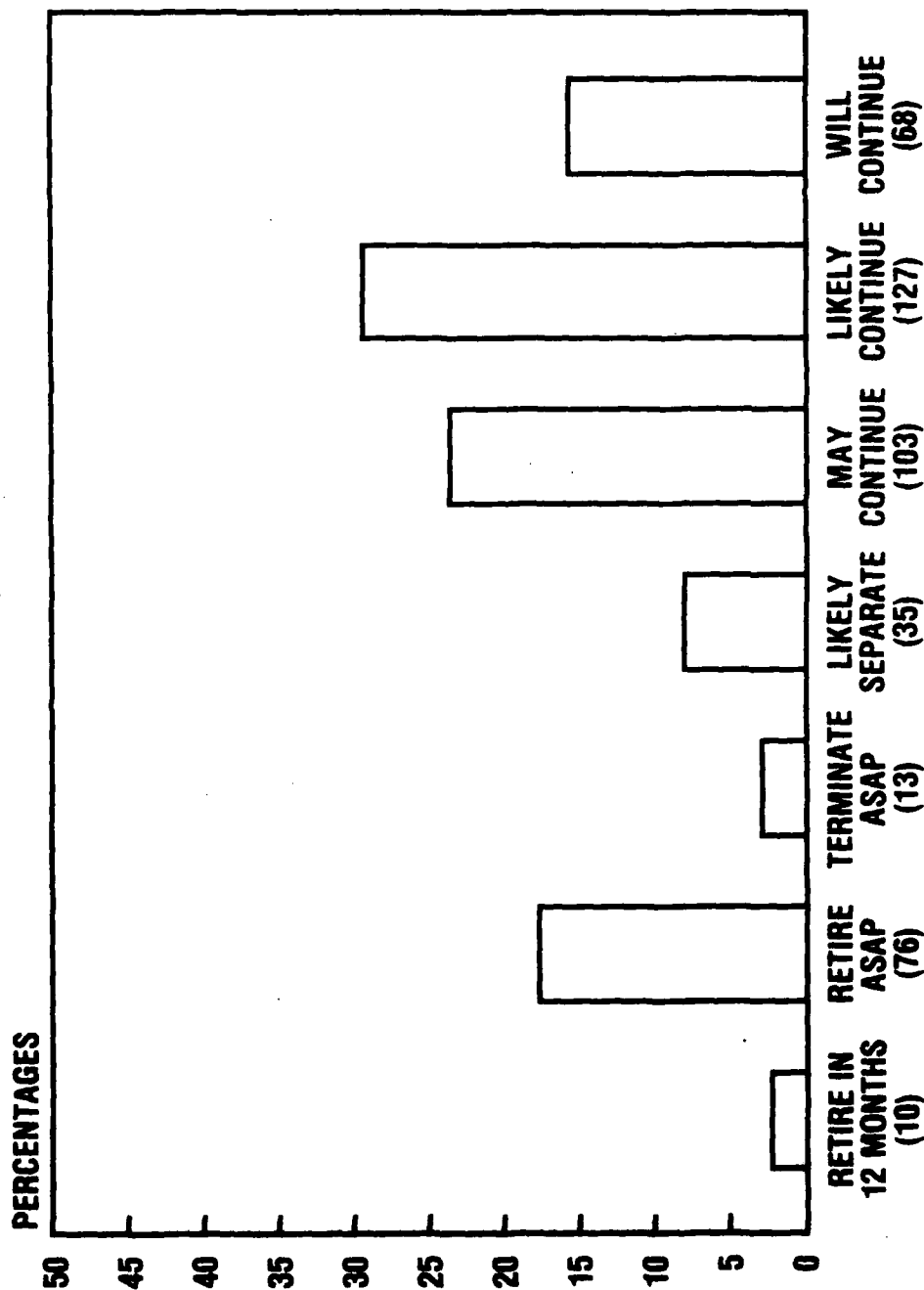13

GS
EMPLOYMENT INTENTION

PERCENTAGES

Figure 10. Current Employment Intention by Percentages - General Service
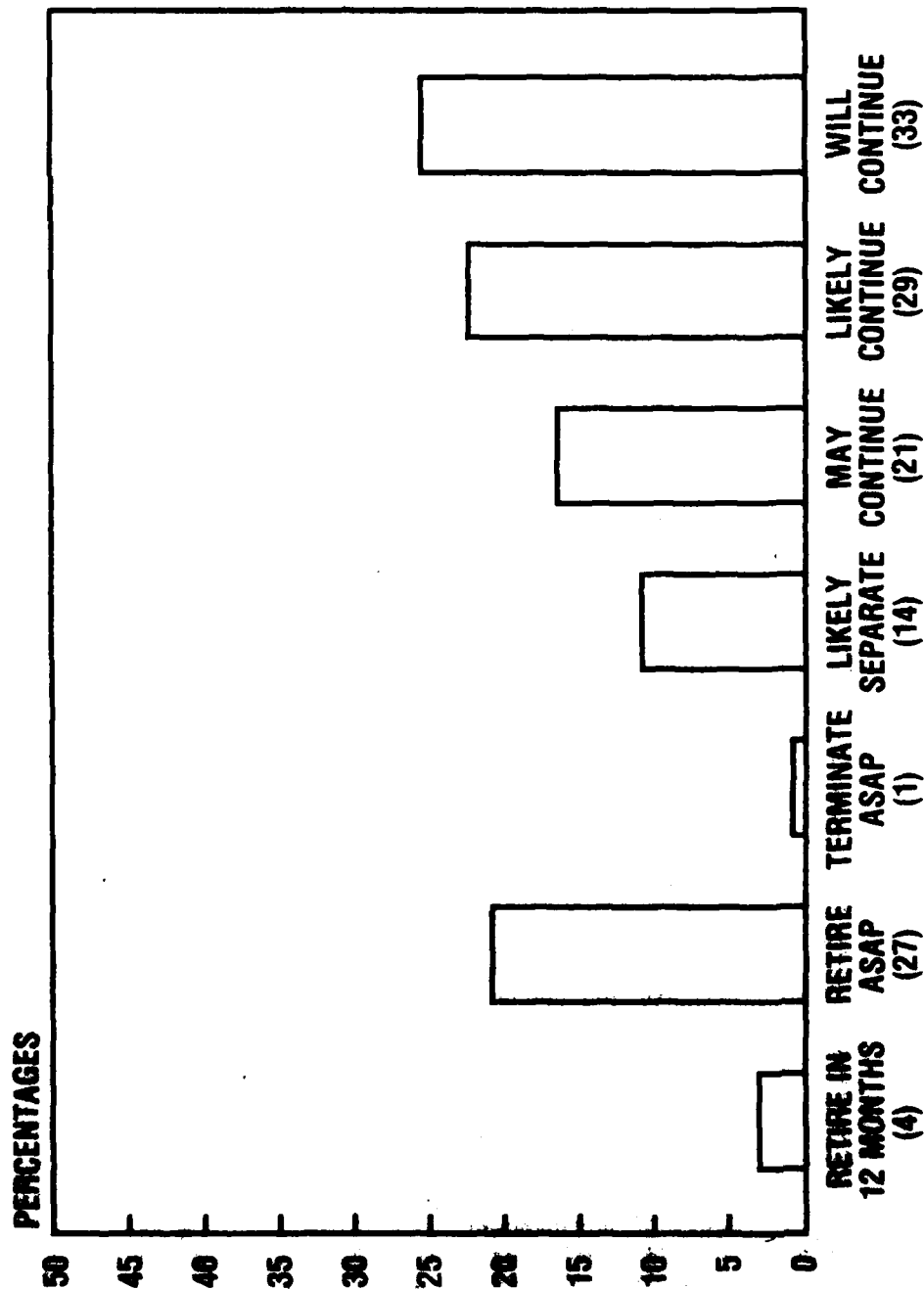
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GM
EMPLOYMENT INTENTION

Figure 11. Current Employment Intention by Percentages - General Managers

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Table 2

Level of Contribution Towards One's Decision
to Leave the Organization
by Personnel Category

Item	Issue	GS	GM	SES
5	Erosion of benefits	5.32	5.45	3.50
6	Upper level supervision	4.02	4.32	4.00
7	Pay	4.45	4.22	5.00
8	Pay increases	4.89	4.95	5.25
9	Possible retirement changes	5.41	5.78	4.67
10	Unstable work schedule	2.33	2.14	1.00
11	Low prestige	3.17	3.30	2.33
12	Unhappiness with work group	2.84	2.63	2.00
13	Supervisor	3.32	3.42	3.00
14	Better working conditions outside	3.65	3.23	3.50
15	Promotion opportunity	5.43	5.35	5.25
16	Little say in future assignment	3.53	3.65	3.00
17	Uncertainty in future assignment	3.25	3.26	2.25
18	Petty restrictions	3.96	4.52	4.75
19	Opportunity for career broadening	3.92	3.56	3.25
20	Recognition	4.11	4.08	2.00
21	Authority versus responsibility	3.89	4.43	4.00
22	Outside job opportunities	4.34	4.19	3.75
23	Higher pay (outside)	4.65	4.42	5.00
24	Unable to obtain higher education	2.37	1.96	1.00
25	Erosion of technical skills	3.10	2.83	3.75
26	Better job satisfaction (outside)	3.56	3.56	3.67
27	More stability in non-gov't job	2.34	2.29	2.00
28	More autonomy (outside)	3.31	3.86	3.75
29	Better people (outside)	2.44	2.29	4.33
30	Lack of job opportunities	3.77	3.70	2.50
31	Family separation	2.51	2.43	1.67
32	Discrimination	2.53	2.54	1.00
33	Education not utilized	3.22	2.91	3.50
34	Spouse job opportunities	2.20	2.07	1.00
35	Spouse income	2.17	1.91	1.00
36	Lack of bonus money	3.06	3.78	7.00
37	Lack of incentive pay	3.39	4.13	4.33
38	Lack of training	2.47	2.50	1.00
39	Ineffective use of my skills	3.39	3.37	3.00
40	Nature of the work I do	2.81	2.53	1.00
41	Non-gov't job opportunities	3.77	3.78	3.00
42	Lack of advancement	5.07	4.86	3.00
43	Geographical area	1.63	1.71	1.67
44	Lack of professional development	3.29	3.05	2.00
45	Overseas travel	1.69	1.66	1.00

Table 3

Level of Motivating Influence Towards
Staying With the Organization
by Personnel Category

Item	Issue	GS	GM	SES
46	Benefits	4.20	4.26	1.75
47	Promotion opportunity	3.61	3.41	1.50
48	Supervision	3.66	4.07	3.00
49	Pay	4.02	3.97	1.25
50	Pay increases	3.66	3.55	1.25
51	Prestige	2.96	3.34	2.75
52	Stability	4.47	4.60	2.00
53	My job	4.45	5.10	6.75
54	Training	2.98	2.75	2.33
55	My associates	3.84	4.41	4.25
56	Job satisfaction	4.47	5.05	5.25
57	Freedom and independence	4.01	4.37	3.00
58	Geographical area	5.03	5.19	4.25
59	Upper supervision	3.10	3.43	3.33
60	Low cost of living	3.45	3.84	2.50

Table 4

Top Contributors Toward Decision
To Leave

GS

PROMOTION OPPORTUNITY	5.43
POSSIBLE RETIREMENT CHANGE	5.42
GENERAL EROSION OF BENEFITS	5.32
LACK OF ADVANCEMENT	5.08
PAY INCREASES	4.89
HIGHER PAY OUTSIDE	4.67
PAY	4.45
OUTSIDE JOB OPPORTUNITIES	4.34
RECOGNITION	4.11
UPPER LEVELS OF SUPERVISION	4.02

Table 5

Top Contributors Toward Decision
To Leave

GM

POSSIBLE RETIREMENT CHANGES	5.78
GENERAL EROSION OF BENEFITS	5.45
PROMOTION OPPORTUNITY	5.35
PAY INCREASES	4.95
LACK OF ADVANCEMENT	4.86
PETTY RESTRICTIONS	4.52
AUTHORITY VS. RESPONSIBILITY	4.43
HIGHER PAY (OUTSIDE)	4.42
UPPER LEVEL SUPERVISION	4.32
PAY	4.22
OUTSIDE JOB OPPORTUNITIES	4.19
LACK OF INCENTIVE PAY	4.13

Table 6

SES Concerns

LACK OF BONUS MONEY	7.00
PAY INCREASES TOO SMALL	5.25
LIMITED PROMOTION OPPORTUNITY	5.25
AMOUNT OF PAY	5.0
TOO MANY PETTY RESTRICTIONS	4.75
HIGHER PAY IN CIVILIAN JOB	4.60
BETTER PEOPLE TO WORK WITH IN NON-GOV'T JOB	4.33
LACK OF INCENTIVE PAY	4.33
INADEQUATE AUTHORITY TO CARRY OUT RESP.	4.00

geographical area, the job itself, and job satisfaction are the most relevant issues for all personnel categories (Tables 7-9). Stability is also an important factor for GS and GM personnel. Appendix B contains a pictorial representation of these data broken down by pay grade.

GS - GM Differences. Issues in which GS and GM employees responded significantly differently are reflected in Table 10. In the general area of contributors toward leaving, we found that GM personnel were more concerned about the lack of bonus or incentive pay, amount of petty restrictions, inadequate authority for responsibility, and lack of freedom in decision making. GS employees were more concerned about the impact of job restrictions on their educational opportunities (although a relatively low irritant at 2.38) and expressed a thought that better working conditions must exist on the outside. In terms of motivators to stay, GM people were generally more motivated by the job, their associates and low cost of living.

SES versus others. Table 11 reflects differences that were found between SES and other civil service employees. Differences were found in the issues of pay, pay increases, and stability. These were not particularly strong reasons for an SES to stay with this organization. Of note, however, the job was significantly more important to SESs in influencing them to stay. Not in a table, but also significant, was the fact that general erosion of benefits was more important in the potential for leaving the organization for non-SES employees. It is stressed that these differences are based on statistical significance. Those familiar with statistics know that it takes a large magnitude of difference to find significance when comparing a group of four to larger groups.

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Table 7

Top Motivators Toward Staying at this Organization

<u>GS</u>

GEOGRAPHICAL AREA	5.03
JOB SATISFACTION	4.50
STABILITY	4.47
MY JOB	4.45
BENEFITS	4.20
PAY	4.03
FREEDOM AND INDEPENDENCE	4.02

Table 8

Top Motivators Toward Staying

<u>GM</u>

GEOGRAPHICAL AREA	5.19
MY JOB	5.10
JOB SATISFACTION	5.05
STABILITY	4.60
MY ASSOCIATES	4.41
FREEDOM AND INDEPENDENCE	4.37
BENEFITS	4.26
SUPERVISOR	4.07

Table 9

Why SES's Stay

MY JOB	6.75
JOB SATISFACTION	5.25
MY ASSOCIATES	4.25
GEOGRAPHICAL AREA	4.25

Table 10

Significant Differences Between GS

And GM Employees

CONTRIBUTORS TOWARD LEAVING:	GS	GM
LACK OF INCENTIVE PAY	3.40	4.09
LACK OF BONUS MONEY	3.06	3.72
TOO MANY PETTY RESTRICTIONS	3.96	4.49
BETTER WORKING CONDITIONS OUTSIDE	3.66	3.16
INADEQUATE AUTHORITY	3.90	4.40
JOB RESTRICTS EDUCATION OPPORTUNITY	2.38	1.99
LACK OF FREEDOM & INDEPENDENCE IN DECISIONS	3.32	3.89
MOTIVATIONS TO STAY:	GS	GM
MY JOB	4.47	4.98
MY ASSOCIATES	3.84	4.32
JOB SATISFACTION	4.78	4.94
LOW COST OF LIVING	3.44	3.92

Table 11

Significant Differences Between SES Employees
and Others:

Motivators to Stay

	SES	OVERALL
PAY	1.25	4.07
PAY INCREASES	1.25	3.73
BENEFITS	1.75	4.31
STABILITY	2.00	4.51

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Analysis by education level. To further analyze selected key issues, the
sample was compared across education level (Appendix C). The first and most
conclusive result was that those with only a high school education generally
rated all issues lower than those with some college or above. This naturally
indicates that there are fewer impactors on any thought they might have of
departing. Compared to other noncollege employees, they are probably receiv-
ing a fair wage and benefit package, high levels of responsibility, and
greater job satisfaction. Secondly, when looking at those issues which
related to motivators to stay, there were generally no differences across
education levels. Finally, while not always the rule, those with PhDs and
Masters degrees generally found issues to have more impact on a potential
decision to leave (pay, pay increases, working conditions outside the organi-
zation, promotion opportunity, petty restrictions, higher pay in civilian jobs
and outside opportunities). Another general trend that appears to exist is
that those with Masters degrees find most issues as slightly more contributory
than do other groups.

Analysis by skill area. A comparison by position classification was con-
ducted across the selected issues (Appendix C). The comparison groups were
Engineering group (800 series - 329 respondents), Physical Sciences group
(1300 series - 33 respondents), Mathematics and Statistics group (1500 series
- 85 respondents) and all others (144 respondents). Somewhat surprisingly,
there were few statistically significant differences among these groups. The
professional groups suggest that erosion of benefits, lack of sufficient pay
increases, limited promotion opportunity, higher pay in civilian jobs and an
erosion of technical skills are contributors toward a decision to leave the

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organization. Of the professionals, a slight trend exists for physical scientists to be critical of supervision and the amount of petty restrictions. It is noted that the professionals are positively motivated by their jobs. Interestingly, although not reported herein, several differences were noted across organizational groupings (previously described as unit A, B, etc.). This is probably reflective of management's negative impact in certain areas.

Analysis by career intent. The final comparison was conducted based on one's statement of career intention (Appendix C). The categories were STAY (those who will or will likely remain with the organization - 104 respondents), UNDEC (those who may remain with the organization - 283 respondents), SEP (those who will or likely will leave the organization - 64 respondents), and RETIRE (those who will retire in next 12 months or as soon as possible - 121 respondents). As one would hypothesize, those who are planning to stay generally find most issues as not contributing as greatly to a decision to leave. Typically, those who are planning to retire are also less impacted by the issues. Most frequently, the responses of those who are undecided were similar to those who are planning to separate, occasionally even finding an issue as more of an impactor (career broadening and outside opportunities). When analyzing the motivators towards a decision to remain with the organization, one finds that those staying are considerably more satisfied with their jobs, the geographical area, and their freedom and independence in decision making.

Regression analysis summary. Tables 12 and 13 show the results of a regression analysis. The issues are, in a sense, a summary of this section of

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Table 12

Regression Analysis
Summary Table:

Motivators to Stay

Item	Multiple R	R Square	Beta
JOB SATISFACTION	.298	.089	.120
PAY	.338	.114	.156
PAY INCREASES	.363	.132	-.097
GEOGRAPHICAL AREA	.376	.141	.078
COST OF LIVING	.393	.154	-.073
	TOTAL = .428		

Table 13

Regression Analysis
Summary Table:

Reasons to Leave

Item	Multiple R	R Square	Beta
LACK OF ADVANCEMENT	.355	.126	-.285
PETTY RESTRICTIONS	.443	.196	-.184
LACK OF TRAINING	.475	.225	.071
MORE JOB SAT IN NON-DoD	.502	.252	-.167
LACK OF CAREER BROADENING	.522	.272	.188
	TOTAL = .615		

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the report. A regression statistic helps one determine variables that are the greatest contributors or account for the greatest amount of variance. In this case, job satisfaction is clearly the primary motivator to one's decision to remain with the organization. On the other hand, lack of advancement has the greatest likelihood of contributing to one's decision to leave the organization. Other heavily related issues are displayed.

Discussion

Several methods of analyses were conducted to study the civilian turnover within this organization. The results of a survey designed to capture key issues in career intentions have been reported by major personnel category (GS, GM, and SES), highest relative contributors on decisions to leave or stay by education, career speciality and career intent, and by means of a regression analysis. While the need exists, and temptation is great, simple summary of the data may distort the true picture. Nevertheless, some generalities appear important and merit discussion.

The data indicate that there is a general perception that no clear opportunity for career progression exists. While the work force is clearly motivated by their jobs, they become disillusioned by the lack of opportunity to progress, grow, and develop. It is felt that pay is _not_ the overriding concern, but is still an important issue. Indeed, the size of pay increases is a considerable irritant. Finally, the geographical location is perceived as a positive influence on a decision to remain with the organization.

Based on the survey data, it is probable that a percentage of departures could be prevented with a clearly established career plan that demonstrates that it is _possible_ to continue to progress through one's career cycle. The apparent perception exists that the opportunity to advance is severely limited at some point. The data should not be interperted to suggest that everyone should receive automatic promotions, but that everyone should have the opportunity to compete for advancement in both rank and position.

Analysis of Written Comments

Method

Data were obtained from personnel surveyed by LMDC during 5 - 9 December 1983. A questionnaire consisting of two open-ended questions was given to each individual who was scheduled to participate in the specially designed survey. The purpose of the questionnaire was to allow personnel to express their opinions/feelings on two particular areas in relation to career decisions. The two open-ended questions that the personnel responded to were: "What changes to enhance career development would you recommend to this organization's leaders?" and "What is the most significant factor influencing your current career decision?"

A survey sample size of 591 personnel was drawn from the total population of 978 civil service employees with the grade of 12 or above. Even though responding to the additional questionnaire was optional, 489 of the 591 personnel who participated in the survey responded with one or more comments to each of the two open-ended questions. The full sample has been described in the previous section.

Results

The results are subdivided into two areas. A complete analysis of the 808 comments made in response to Question 1, and the 667 comments in response to Question 2 can be found in Appendix D. There were no demographic data on the additional questionnaire. Summary information is provided on the following page (Tables 14 and 15).

Table 14

Changes to Enhance Career Development

Summary Table

Career Progression	29%
Organizational Leadership	26%
Education and Training	11%
Career Development Policies	9%
Recognition	7%
CPAS and GMAS (Rating System)	7%
Pay and Benefits	4%

Table 15

Most Significant Factor Influencing Career Decision

Summary Table

Time in civil service	18%
Lack of Adequate Compensation	15%
Job Satisfaction	14%
Geographic Area	11%
Lack of Career Progression	11%

The primary issues for enhancing career development centered on the establishment of better, more personalized career progression plans that could lead to enhanced careers. A second strong issue was that of organizational leadership variables. Many comments focused on the lack of civilian leadership jobs (The ratio of military to civilian leadership positions was perceived to not conform to the overall civilian/military mix), the transient nature of military personnel and its adverse impact on certain type missions, a general lack of concern for civilian employees when compared to the military practice of "taking care of its own" which it does so well, and a belief that there was too much micromanagement. Other important issues are included (Table 14, and Table A in Appendix D).

The most significant factors influencing career decisions are found in Tables 15 and B (Appendix D). Time already invested in the system was a primary motivator for these with considerable time in civil service. The lack of adequate compensation was a frequently mentioned influence (15 percent). This was mentioned slightly more often than the job itself, which was generally seen as a positive influence. These areas were followed by significant percentages of people who were influenced by geographic area and lack of progression opportunity.

Discussion

These data generally paralleled the results of the survey data. Their primary value lies in the representative comments that appear in Appendix D as well as in the strength it adds to the survey data. The lack of adequate compensation appears to be a stronger determinant through this data gathering approach. The importance of leadership and the impact of the military

assignment system are also important insights gained from this view. It is
likely that similar issues exist at other large civil service population
areas. While occasional specific leadership problems were addressed, the
comments more frequently mentioned the problems associated with frequent
change in military personnel. Additionally, it is apparent that senior civil-
ian leadership is often selected for their critical technical expertise, not
for their ability in providing for the civilian force welfare (as a senior
enlisted advisor might for that manpower pool).

There were also statements recommending a dual track promotion system
referring to both a technical and managerial promotion track. In concert with
the positive survey responses of the GS-14s, this idea would seem to merit
consideration.

Analysis of Structured Interviews

Method

Two types of structured interviews were conducted during data collection. These included personal interviews with in-place personnel and telephone interviews with individuals who had recently left the organization (both to DOD jobs and to private industry).

The personal interviews covered seven topics (Appendix E) and normally lasted 30 minutes. Those interviewed were selected from a random stratified sample of all GS-12's and above in the organization. There was a representative sample of all grades and units. The interviews were conducted in separate offices away from the work areas. LMDC researchers had 30 minutes between each interview to expand their notes.

Telephone interviews covered five topics (Appendix E) and normally lasted 20 minutes. Those interviewed were selected from a listing of recent departees, GS-12 or higher. The people were called at their business phone numbers during normal work hours. Interview notes were expanded immediately after the call.

In both types of interviews the guide was not considered absolute and the interviewer was free to allow the conversation to change direction if it was felt a genuine issue or concern might be surfaced.

Analysis of the interviews centered around trends or recurring comments which seemed to identify reasons or causes. The responses are reported as percentages and a representatve comment for each question is listed.

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Results

Current employee interviews. A total of 87 current employees were randomly selected and interviewed. The results of the in-place interviews are depicted in Tables 16-25.

Table 16
Demographics

Federal Time	GRADE				
	GS-12	GM/GS-13	GM/GS-14	GM-15 & above	Total
Over 20 yrs	6	8	4	5	23
11 to 19 yrs	14	10	3		27
6 to 10 yrs	16	4	1	2	23
5 yrs	12	2			14
	48	24	8	7	87

Table 17
Reason for Choosing a Civil Service Career by Year Group

Less than five years

38% Liked the area
23% Liked the type of work and best job at the time
23% Liked the stability and job security
Remainder for pay and benefits

6 - 10 years

52% Felt it was the best job at the time
22% Liked the area
13% Wanted the job security
Remainder for pay and benefits

11 - 19 years

44% Liked the area
37% Felt it was the best job at the time
Remainder for pay, job security and experience

Over 20 years

49% Felt it was the best job at the time
28% Liked the area
23% Liked the pay and benefits

Table 18
Reason for Choosing a Civil Service Career Overall-Summary

- 39% Felt it was the best job at the time

"I wanted to remain in this field because it seemed to be the type of work I would like with growth opportunities."

- 31% Liked the area

"I have a lot of family here and this area is really good for raising a family."

- 12% Pay and Benefits

"This base has the best pay and benefits in the area."

Table 19
Satisfaction of One's Civil Service Career

	Very Satisfying	Satisfying	OK	Not very Satisfying	Not at All
20 yrs	52%	24%	14%	5%	5%
11-19 yrs	50%	23%	19%	4%	4%
6-10 yrs	30%	48%	22%		
- 5 yrs	30%	33%	23%	7%	7%
Overall	39%	29%	18%	3%	3%

Typical comments:

Very Satisfied

"This is the best job I have ever had. I love it."

Satisfied

"This job is generally satisfying - I couldn't ask for much more."

OK

"Overall my career has been alright."

Not very satisfying

"My job really isn't very satisfying, as an engineer I only monitor contracts. I don't engineer.

Not at all

"I've been shoved aside for more than 15 years."

Table 20
Current Career Expectations or Aspirations by Year Group

Less than five years

38% Will try to get a promotion
30% Have no plans for the future
15% Feel promotions and positions are based on politics
 8% No plan but will probably get out of civil service to industry
 9% Miscellaneous

6 - 10 years

65% Will try to get a promotion
22% No plans for the future
 4% Feel promotion and position are based on politics
 9% No plan will probably get out of civil service to industry

11 - 19 years

40% Will try to get a promotion
38% Feel there is no opportunity for advancement because of lack of slots
15% Plan to retire from their present position
 7% No plans but will probably get out of civil service to industry

Over 20 years

35% Will try to get a promotion
20% Have no plans for the future
24% Feel there is no opportunity for advancement because of lack of slots
15% Plan to retire from their present position
 5% No plans except to get out of civil service to industry.

Table 21
Summary of Career Expectations

- **40% Will try to get a promotion**

"I would like a GM supervisory position. I think my chances are excellent; perhaps not here, but I'm prepared to leave to attain my goal."

- **18% Plan to retire from their present position.**

"I'm not going any higher; maybe if I moved but I don't want to do that. I'll just stay here till I retire."

- **18% Feel there is no opportunity for advancement** because of the lack of slots.

"There's no place to go. I wanted to be a project manager but those slots are held for military as training spots."

- **12% Have no plan**

"Career plans, I've never thought about it."

- **8% Have no plan but will probably get out of civil service** and work with industry

"I'm not sure what I'm going to do but I know I'm going to get out of civil service."

- **4% Feel promotions are based on politics.**

"I would like to make GS-14 but I don't have the right political connections to make it here.

Table 22
Considerations or Factors that Influence You in Continuing Your
Civil Service Career

	Time Invested	Job Security	The Job Itself	Pay and Benefits	The Area	Family	Don't Know	Other
Over 20 yrs	24%		29%	10%	24%	5%	8%	
11-19 yrs	11%	4%	41%	11%	15%	11%	7%	
6-10 yrs	9%	30%	26%		26%	4%		5%
Under 5 yrs	8%	30%	8%	23%	8%	8%	8%	7%
Overall	12%	15%	27%	11%	18%	8%	6%	3%

"The people are neat. It's a good work environment and I have a lot of autonomy."

Table 23
Conditions Under Which One Would Most Likely Leave
Civil Service for the Private Sector

	Nothing could get me to lv	More Pay	Promotion Opportunity	Change in Retirement System	Poor Management Decisions	Change My Job	Take any Offer
Over 20 yrs	66%	10%	10%	14%			
11-19 yrs	41%	19%	11%	4%	15%	10%	
6-10 yrs	9%	52%	35%	4%			
Under 5 yrs	8%	31%	15%	8%	8%	15%	15%
Overall	31%	26%	20%	7%	7%	7%	2%

"I don't see any circumstances that would cause me to leave. I want to put in my time and retire to another job."

Table 24
Positive Influence on Near Term Career Objectives

	Pay and Benefits	Job Security	Job Satisfaction	Career Progression	Career Development	Org Leadership
Over 20 yrs	5%	24%	61%		5%	5%
11-19 yrs		11%	70%		15%	4%
6-10 yrs	5%	26%	64%			5%
Under 5 years	30%	50%	20%			
Overall	6%	22%	59%		8%	5%

Table 25
Negative Influences on Near Team Career Objectives

	Pay and Benefits	Job Security	Job Satisfaction	Career Progression	Career Development	Org Leadership
Over 20 yrs	10%	5%		29%	29%	27%
11-19 yrs	7%		4%	37%	11%	41%
6-10 yrs	26%			43%	4%	26%
Under 5 yrs	10%		10%	30%		50%
Overall	14%	2%	3%	35%	13%	33%

Table 26
Recommended Changes to Enhance Civil Service Careers That Can Be
Effected by This Organization

	Less than 5 years	6-10 years	11-19 years	More 20 years	Over-all #	Over-all %
1. Better career paths for civilians to the higher positions, i.e., civilian directors, team leaders, etc.	5	8	15	11	39	26%
2. Give people more performance feedback, i.e., personal attention, come down to work areas, get rid of CPAS, JPAS, & GMAS.	4	5	6	6	21	14%
3. Better management and supervision, i.e., put people into those positions who can manage.	3	3	4	5	15	10%
4. Better and more objective promotion system and get rid of deadwood.		6	6	3	15	10%
5. Clarify and communicate changes in personnel policy, i.e., consent decision, retirement changes, etc.	1	3	3	1	8	5%
6. Better career development, i.e., prepare people for supervisory duties, reinstate SACMPIC, etc.		3	2	2	7	5%
7. Increase pay.	1	1	3	1	6	4%
8. Give civilians more responsibility and hold them accountable.	2	2	1	1	6	4%
9. Nothing needs to be changed.	1		2	3	6	4%
10. Develop a dual track system of technical and management lines.	2	1	1	1	5	3%
11. Less paper work.	1	2	2		5	3%
12. Reinstate flex-time.	1	4			5	3%
13. Limit military turnover, i.e., we are constantly bringing military supervisors up to speed.	1	3	1		5	3%
14. Be more mission oriented-communicate with folks our goals and How Goes It.			2	2	4	3%
15. Develop awareness of the differences between military and civilian systems.	1		1	1	3	2%
16. More high visibility work.		2		1	3	2%

Telephone interviews. In the process of reviewing the results of telephone

interviews. it should be pointed out that all of those interviewed felt the

study was a worthwhile project. Not one of the people contacted was concerned

about why they were contacted, and all of them were more than willing to discuss

why they had departed. Further, they were all truly concerned with giving

workable suggestions to AF leaders to enhance civil service careers. These

results help give a broader perspective into the career motivation of

individuals working at this organization. Telephone interview results with

recent departees are found in Tables 27-32.

Table 27
Telephone Interview Demographics

	Previous Grade				
Time in Civil Service	GS-12	GM/GS-13	GM/GS-14	GM-15 & above	Total
Over 20 years		1			1
11 - 19 years	1	4	1	1	7
6 - 10 years	5	3	1		9
Less than 5 yrs	2	2			4
	8	10	2	1	21

Average time away from an organization - 2 years

Table 28
Factors or Considerations Contributing to Your Chosing a
Civil Service Job

52% Perferred the type of work, saw the job as challenging and best job offer at the time.

19% The area & family.

10% Avoid the draft or good opportunity or transition from military.

19% Other

Table 29
Satisfaction of Civil Service Job

38% Very satisfying

24% Fairly satisfying

28% Satisfied

5% OK

5% Not satisfied

Table 30
Considerations or Factors Influencing One's Decision to Depart

52% Promotion opportunity

24% Poor management of people and resources

14% Age and need to make a change in life

10% Better pay

Table 31
Positive Factors

29% Nothing positive about civil service

25% Better job satisfaction

18% Liked the job security

18% Pleased with the career development opportunities

10% Pay and benefits were better

Table 32
Negative Factors

62% Felt there was no career progression

10% Pay and benefits not on par with industry

10% Job satisfaction was poor

10% Organizational leadership was unstable

4% Job security was in jeapordy because of personnel maneuvers

4% Career development was not administered fairly

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Table 33
Recommended Changes to Enhance Civil Service Careers

		#	
1.	Establish better civilian career paths	13	26%
2.	Better recognition for a job well done, be more visible, show concern for people	8	16%
3.	Make the promotion system more fair, especially concerning the consent decision	8	16%
4.	Need to get good people back and have better leadership	5	10%
5.	Promote perple going thru development programs	4	8%
6.	Give civilians more responsibility	3	6%
7.	Communicate more with people, allow everyone to see the big picture	3	6%
8.	Stabilize leadership - put in civilians or have military stay longer	2	4%
9.	Slow down promotion earlier in one's career	2	4%
10.	Have engineers do engineering and project managers administering	1	2%
11.	Pay should match value of the product	1	2%

Discussion

Several general conclusions can be made for the reasons most people joined civil service originally. A majority of those who have left (52 percent), and many of those currently at this organization (39 percent), thought that it was the best job at the time, and really, the type of work they wanted to do (Tables 17, 18 and 28). Many of those interviewed were intrigued with the thought of working on the leading edge of their field. Compared to the job offers they had received from industry, the civil service positions seemed both interesting and challenging with good pay and benefits. While this type of job motivation is supported in the literature, the data show that many (31 percent and 19 percent) were attracted to their position because of the geographic area. This later motivation has often been speculated to be an overriding factor for coming to this area, and although not the top reason, it is certainly an important consideration.

When we examined the level of job satisfaction, the data seem to indicate that people do have interesting and challenging positions, with 39 percent of the inplace people and 38 percent of the departees reflecting that their jobs were very satisfying, while only 3 percent and 5 percent of the two groups found no satisfaction (Tables 19 and 29).

In the area of career expectations and aspirations, there was a trend of having no plan for the future among more junior employees (Table 20). Although 40 percent of the total will attempt to get a promotion in the near future (Table 21), the group with 6-10 years had the strongest desire to advance (a full 65 percent planned on a promotion). During the interviews, it became apparent that while people hoped for a future promotion, they had not developed a plan of how to get it or where they wanted to go from there. As shown in Tables 26 and 33, the most frequently suggested response for the enhancement of civilian careers was that of the development of career paths for the organization, and more generally, for the field. Suggestions to have higher civilian positions, better

balance between military and civilian leadership positions, and dual track technical and managerial paths were constantly reiterated. If there is a pivotable concern, it is this. To keep good workers, people must be allowed to develop career goals and be able to visualize a reasonable timetable and pathway to achieve them. It is incumbent on the organization to develop these pathways and to insure that people within the organization understand what is expected of them to be able to climb the organizational ladder. Further, in developing these career paths, leader must take into account what keeps people interested and satisfied with their jobs. They must also be cognizant of the negative influences that impact career decisions. The data reflect that newer employees are not familiar with where or how to grow in the organization. These career paths must be internally conceived by those who are familiar with the workings of the system.

The most apparent motivation for obtaining and retaining someone in a civil service career is the job itself or job satisfaction (Table 24). Job satisfaction was even a positive influence to the individuals that had departed (Table 31). The only group where job satisfaction was not the leader was in the less than 5 year group. Here, job security was the strongest influence (Table 24).

The following representative quotes:

"I'm able to do something different all the time."

"I really enjoy working in my field and get to use my education."

"I like the variety of engineering jobs I get."

indicate people like to do the job they are trained for. They like to be challenged with a variety of situations and want to be held responsible. On the other end of this issue, quotes such as:

"Engineers don't engineer"

"I don't have any autonomy or responsibility"

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"I'm split 60/40. I like the work, but there seems to be no potential for
improvement"

further support the idea that people need to be challenged and held responsible
to be motivated.

Conversely, for those who left, a full 52 percent stated promotion opportu-
nity was the key reason for leaving (Table 30). This is reinforced by a high
percentage of those who felt the greatest negative influence of a civil service
career was career progression (35 percent and 62 percent) (Tables 25 and 32).
These data again lead us to the problem of developing clear career paths and the
explanation of those paths. Also, though it was mentioned that 31 percent could
not think of anything that would cause them to leave, the number of those inter-
viewed who were in the "less than 5 year" and "6-10 year" groups were not as
committed as those in the other two groups. This lends credence to the percep-
tion that after the 10 year point many people feel committed to stay until
retirement. Reviewing the demographics of the people who left, 65 percent did
so prior to this point.

Another critical element influencing people to leave is organizational lead-
ership. During the interviews quotes such as:

"As long as it isn't a burden, it's no influence"

"It really isn't a factor. I'm pleased."

"It varies not much of a factor as long as I get along with my supervisor"

"It's one-sided for the military only."

"Probably the biggest influence. If this was right all the others would
work out."

led us to the conclusion that leadership is not necessarily a positive moti-
vator. If leaders are doing what workers expect of them, then supervisors have
a perceived neutral influence on worker job motivation. But if leaders are
trying to over control being disrupting to the worker, and are being moved in

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and out of the organization too often, they can become a strong negative influence. As shown, (Table 30), 24 percent of the people who left stated that poor management decisions and lack of leadership were prime considerations in their leaving.

In the recommendations to enhance careers, both groups felt that better recognition and leadership were critical. They thought that senior leaders needed to be more visible and accessable. Supervisors throughout the organization need to communicate the big picture. Additionally, those who work consistently above the norm should be recognized for their contributions.

People felt leaders should show more personal concern for the average worker. It is essential that leaders analyze their responsibility in meeting these expectations of the workers. Unfortunately, as stated earlier, leaders should realize that in taking some of the above actions, people may not recognize this attention as positive as much as they will perceive the reduction of a negative influence. Nevertheless, the literature suggests that these actions will help resolve the issues.

Comments on the awards system focused on equitability and consistency. People felt there were too many awards, and they are not really given to the deserving people. A more objective system of merit pay and awards was suggested. Other changes suggested by employees concern the perception of an inequitable promotion system, increasing the amount of responsibility given to civilians, and reducing the turnover of military supervisors. Most of these issues are controlable internally by the organization to some extent. The promotion system was constantly referred to as political, not based on merit, cliquish, and were perceived as given only to military. Also, the military were seen as not technically qualified and always on the move, therefore too much time was spent "pumping them up". These issues are related to the problem of civilian development particularly in regard to promotions.

Summary

Because of recent increases in the defense budget and the demand for new weapon systems, the defense industry has begun to expand its work forces significantly. Because of the cyclic and usually short-term nature of a defense contractor's workload, they lack individuals who have in-depth knowledge and experience in military systems research and development. This, coupled with the Federal paycaps, perceived erosion of benefits and an often criticized promotion system in civil service, has made many government employees prime targets for industry recruiters.

Although this organization has not had a massive turnover of high grade civilians, they have lost a few senior individuals. In an effort to be pro-active to the concern, leaders requested the Leadership and Management Development Center (LMDC) to survey and interview the workforce to ascertain determinants of career intentions.

The results of the various data gathering methods focus attention on several key issues which can be addressed by various levels of management, Air Force policy makers, and the Department of Defense.

The results of the separate phases of this project are shown at the end of this section in Tables 34 through 37. While we know that there is a large portion of the high grade civilians that would not leave under any conditions because of their time invested in relationship to retirement eligibility, several common issues surfaced.

Reasons to Stay

The overwhelming reason individuals have elected to stay with this organization is a general satisfaction and motivation derived from the characteristics of tne job itself. Other key motivators include job security, geographical area, and, for many, the pay and benefits package.

Reasons to Depart

Lack of advancement and promotion opportunity were the clear issues influencing one's decision (or potential decision) to leave the organization. Other issues included organizational leadership, petty restrictions, possible changes in the retirement system, and higher pay. Pay surfaced as both a motivator to stay, and for others, as a key factor in a decision to leave. There are indications that the level of pay increases have acted as a demotivator. Organizational leadership was found to be an irritant and was often mentioned as a contributor towards a decision to leave. No matter how positive leadership may be in some cases, it received no mention as motivating one to stay. We apparently expect strong leadership, and occasionally change jobs over the lack thereof.

The strongest issue to surface was the lack of promotion or advancement opportunity. Career development programs were often disappointing. Being selected for advanced training meant little because upon the completion of the program there was no use of the knowledge. The individuals often found themselves forgotten or placed in a job of lesser importance upon their return. For example, the highly coveted development program was soon seen as not delivering the promotion or upward mobility that was commensurate with the increased learning and experience. Further, while few questioned the need for high grade military, they have a clear feeling of hopelessness when they see the tremendous void of civilian leadership positions.

Unfortunately, it is often the best, most respected, highest achievers who are most disheartened by the lack of opportunity to continue to grow through promotions and increased responsibility.

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Recommendations

Recommendations that come for each of the sources of data gathering are remarkably consistant, and to varying degrees, can be addressed by the organization. Other issues must be resolved by higher headquarters. The primary area needing attention is that of career development. Many need a clear set of expectations and a defined path of how to achieve advancement. Others suggest that there should be a chance for civilians to have a position of key responsibility, not just assistant roles.

Performance feedback and recognition were also suggested improvement areas. This was related to other organizational leadership issues. The Air Force's Leadership and Management Development Center's management consultation staff could provide the vehicle for leadership emphasis, but only if change is fostered and encouraged by top management.

There was a perception that many civilians are not appreciated nor were their careers monitored, particularly when compared to their military counterparts. For example, it is perceived that many military are given jobs to enhance careers to the detriment of the civilian work force. Other recommended changes included bolstering the current education and training programs. Additionally, the current GPAS and CPAS systems were criticized. The feeling was expressed that the system often leads to inequitable promotions. Finally, down the list in importance were recommended changes in pay and benefits.

Concluding Remarks

This paper serves to report the thoughts of the civilian personnel in one major organization with a high percentage of high grade civilian employees

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regarding issues which impact their career decisions. The individuals, including some who had departed, responded in a positive, caring, and constructive manner. They, along with the senior leadership, seek to keep the organization at the advanced edge of their business. This paper presents a detailed analysis of issues that affect this critical population in accomplishing their mission. There is a natural tendency for an expectation to arise that some issues will be further addressed by leadership. Feedback has already been provided to the personnel who took part in this effort. To a large extent, senior leadership can enhance those efforts by developing policies and actions that alleviate the concerns expressed by their people. In some cases, issues exist merely because of incomplete or inaccurate information. A form of communication from the top to these individuals could reinforce the concern shown by leaders in requesting this study.

Although the problem of civilian turnover is not yet critical, the reported issues could become aggravated by other environmental factors (such as increased outside hiring or further erosion of benefits) which could lead to increased losses. This study addresses numerous issues that senior Air Force managers need to address without delay.

Table 34

Summary of Survey Results

TOP MOTIVATORS TO STAY

       Job satisfaction

       Pay

       Pay increases (currently deficient)

       Geographical area

       Benefits

FACTORS IMPACTING A DECISION TO LEAVE

       Lack of advancement

       Petty restrictions

       Lack of training

       Possible retirement changes

       General erosion of benefits

Table 35

Summary of Organizational Sample Interviews*

FACTORS INFLUENCING A DECISION TO STAY

Job itself	27%
Geographical area	18%
Job security	15%
Time invested	12%
Pay and benefits	11%

FACTORS INFLUENCING A DECISION TO LEAVE

Nothing could get me to leave	31%
More pay	26%
Promotion opportunity	17%

RECOMMENDED CHANGES

Better career paths	26%
More performance feedback	14%
Better management supervision	10%
Better and more objective promotion system	10%

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* Percentage making comment

Table 36

Summary of Additional Comment Results*

FACTORS INFLUENCING CURRENT CAREER DECISION

Time in service	18%
Lack of adequate compensation	15%
Job satisfaction	14%
Geographical area	11%
Lack of career progression	11%
Job security	7%
Family considerations	6%
Poor organizational leadership	6%

CHANGES TO ENHANCE CAREER DEVELOPMENT

Career progression	29%
Organizational leadership	26%
Education and training	11%
Career development policies	9%
Recognition	7%
CPAS and GMAS	7%
Pay and benefits	4%

*Percentage making comment   51

Table 37

Summary of Former Employee Interviews*

FACTORS THAT IMPACTED DECISION TO DEPART

Promotion opportunity	52%
Poor management	24%
Age and need for change in life	14%
Better pay	

POSITIVE FACTORS AT THE ORGANIZATION

Job satisfaction	25%
Job security	19%
Career development	19%
Pay and benefits	10%

GENERAL SATISFACTION WITH CIVIL SERVICE

No	10%
Some	35%
Positive	55%

RECOMMENDED CHANGES

Establish better career paths	26%
More recognition	17%
More equitable promotion system	17%
Leadership	11%
Promote people thru special programs	9%

* Percentage making comment

Appendix A

Civilian Turnover Survey

Please answer the following questions on the separate scan sheet.

1. Total years with the Air Force

    1. Less than 1 year
    2. More than 1 year, less than 2 years
    3. More than 2 years, less than 5 years
    4. More than 5 years, less than 10 years
    5. More than 10 years, less than 15 years
    6. More than 15 years, less than 20 years
    7. More than 20 years

2. Total months in present job

    1. Less than 1 month
    2. More than 2 month, less than 6 months
    3. More than 6 months, less than 12 months
    4. More than 12 months, less than 24 months
    5. More than 24 months, less than 36 months (3 years)
    6. More than 36 months (3 years), less than 60 months (5 years)
    7. Greater than 60 months (5 years)

3. Your highest level of education is:

    1. Non-high school graduate
    2. High school graduate or GED
    3. Less than 2 years college
    4. Two years or more of college
    5. Bachelors Degree
    6. Masters Degree
    7. Doctoral Degree

4. Which of the following best describes your career or employment
    intentions

    1. Planning to retire in the next 12 months
    2. Will retire as soon as eligible
    3. Will terminate employment with civil service as soon as possible
    4. Will most likely terminate employment with civil service in the near
        future
    5. May continue employment with civil service for a career
    6. Will most likely continue with civil service as a career
    7. Will continue with civil service as a career

The following statements represent certain issues which may contribute to your leaving this organization. Using the scale illustrated below, rate each issue on how much that issue would contribute to your decision to leave the organization. If the item makes no contribution, mark 1. If there is a major contribution, select 7. The other choices reflect varying degrees of contribution. If it does not appear to apply to you, mark 0. For each statement, mark only one response.

0	1	2	3	4	5	6	7
Not Applicable	No Contribution	- - - - - - - - - - - - - - - - -					Major Contribution

5. General erosion of benefits

6. Supervision and leadership above immediate supervisor level

7. Actual amount of pay too small

8. Annual pay increases too small

9. Uncertainty resulting from proposed changes in retirement system

10. Unstable work schedule

11. Low prestige of civil service profession

12. Unhappiness with work groups

13. Supervision and leadership of your supervisor

14. Better working conditions in a nongovernment job

15. Limited promotion opportunity

16. Little say in future assignments

17. Uncertainty of future assignments

18. Too many petty restrictions

19. Lack of opportunity for career broadening assignments

20. Lack of adequate recognition

21. Inadequate authority to carry out responsibilities

0	1	2	3	4	5	6	7
Not	No	-	-	-	-	-	Major
Applicable	Contri-						Contribution
	bution						

22. Outside job opportunities

23. Higher pay in civilian job

24. Unable to obtain higher levels of education due to job restrictions

25. General erosion of technical skills

26. More job satisfaction in a non government job

27. More stability in a non government job

28. More freedom and independence in decision-making in civilian job

29. Better people to work with in non government job

30. Lack of desired job opportunities

31. Amount of family separation

32. Discrimination

33. Ineffective utilization of my educational background

34. Spouse job opportunities

35. Spouse income

36. Lack of bonus money

37. Lack of incentive pay

38. Lack of proper training

39. Ineffective utilization of my skills

40. Nature of the work I presently do

41. Non government job opportunities

42. Lack of advancement

43. Poor geographical area

44. Lack of professional development

45. Lack of overseas travel

The following may also contribute to your staying with the organization. Using the scale illustrated below, rate each issue on <u>how much that issue</u> <u>contributes to your staying with the Armament Division.</u>

0	1	2	3	4	5	6	7
Not Applicable	No Contribution						Major Contribution

46. Benefits

47. Promotion opportunity

48. Supervision and leadership of my boss

49. Pay

50. Pay increases

51. Prestige

52. Stability

53. My job

54. Training

55. My associates

56. Job satisfaction

57. Freedom and independence in decision making

58. Geographical area

59. Supervision and leadership above my boss

60. Low cost of living

Appendix B

Issues by Grade

A Pictorial Representation of Contributors
Toward One's Decision to Depart (Selected Items)
By
Personnel Category and Grade

ISSUES WHICH WOULD CONTRIBUTE TO
ONE'S DECISION TO LEAVE THE

SUPERVISION AND LEADERSHIP
ABOVE IMMEDIATE SUPERVISOR

GS ■   GM □   – – – AVERAGE

60

ACTUAL AMOUNT OF PAY
TOO SMALL

ANNUAL PAY INCREASES TOO SMALL

62
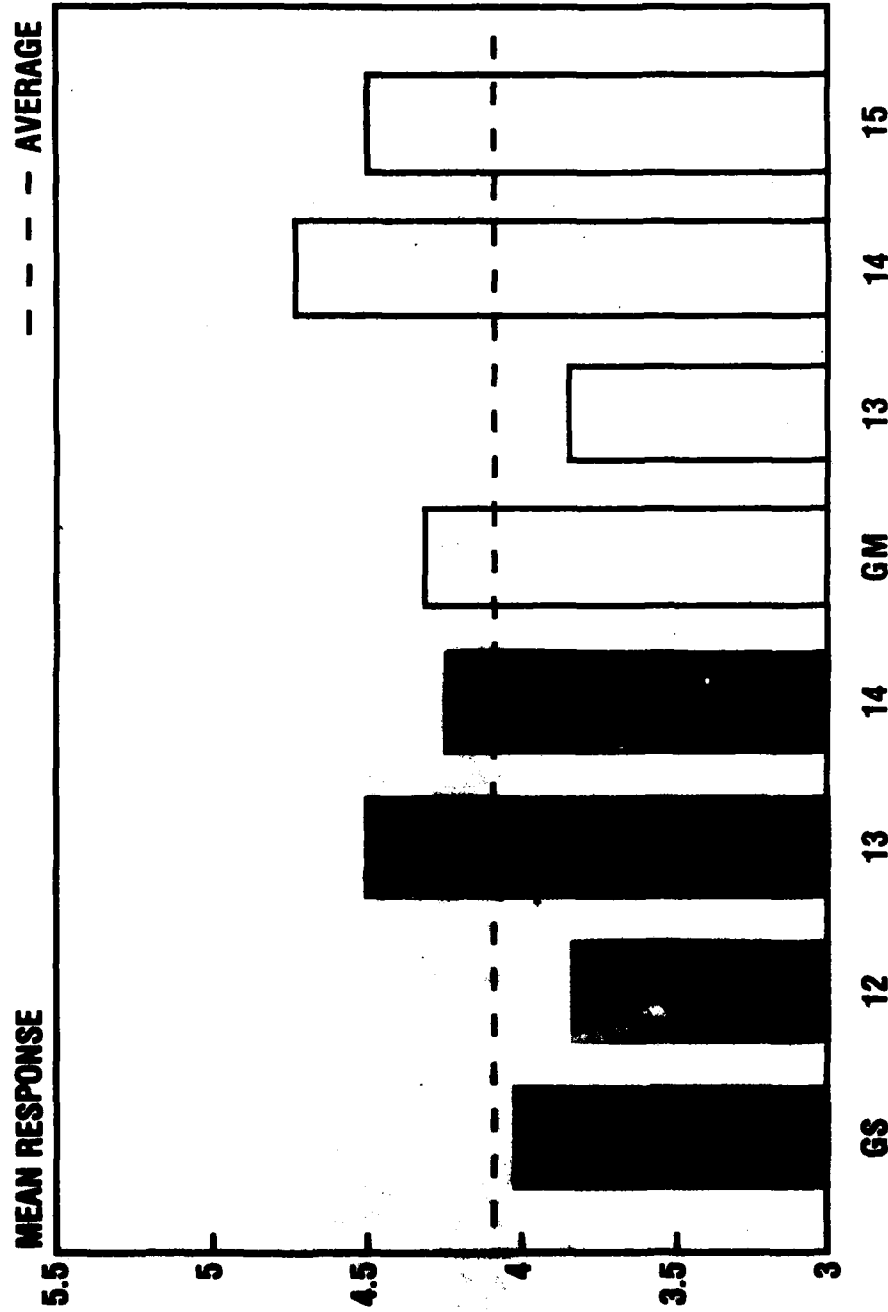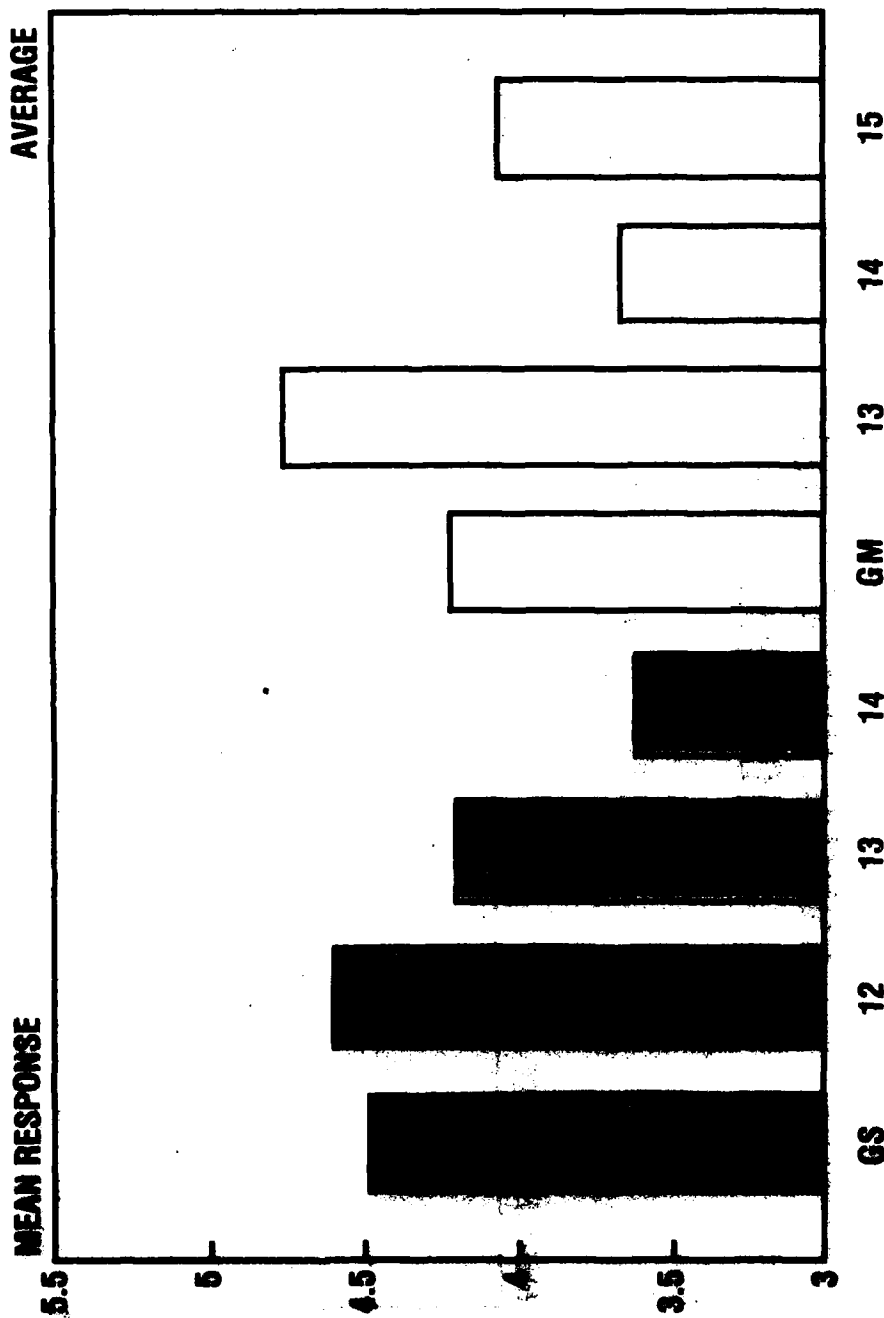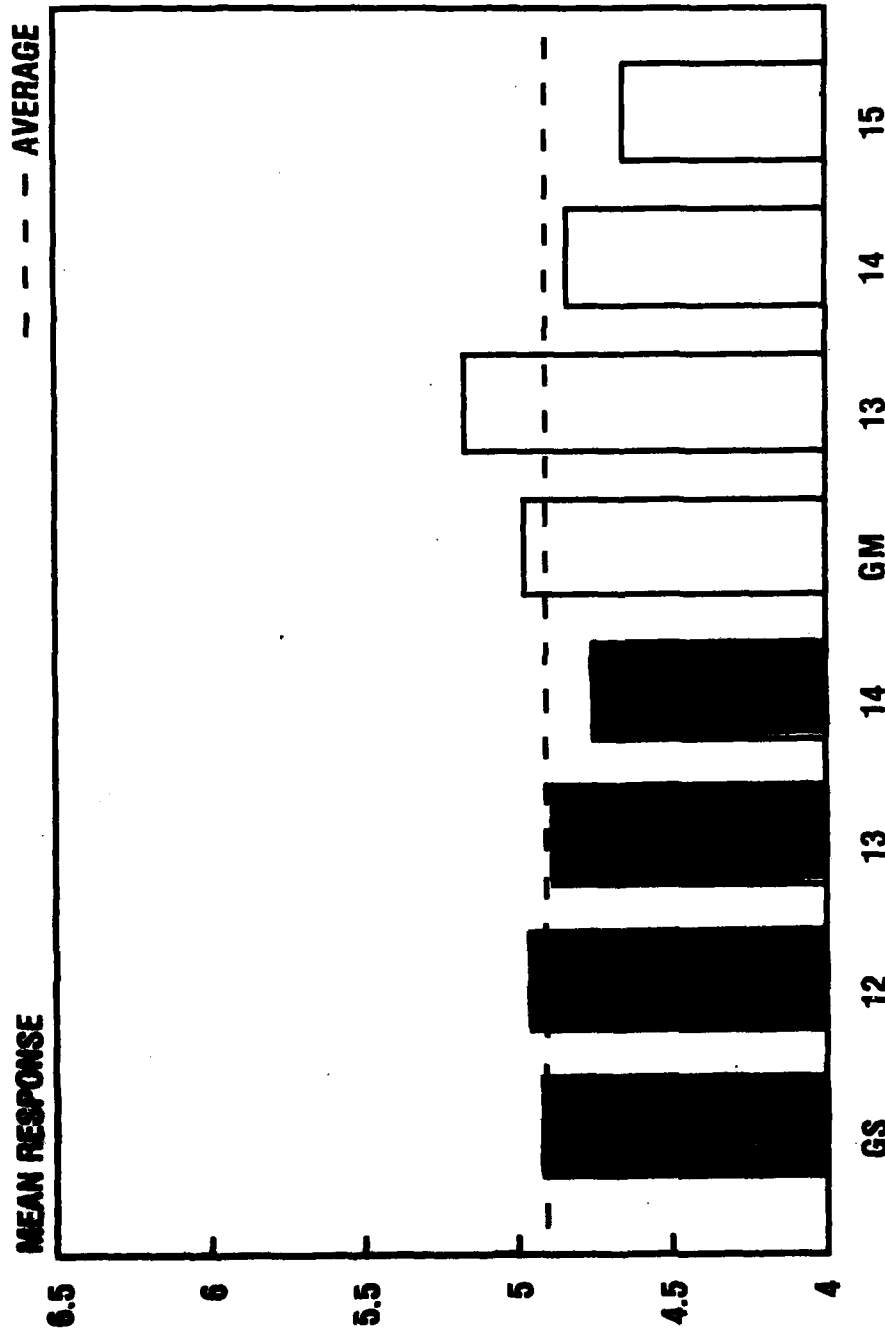
HIGHER PAY IN OTHER CIVILIAN JOB

63

LIMITED PROMOTION OPPORTUNITY

64
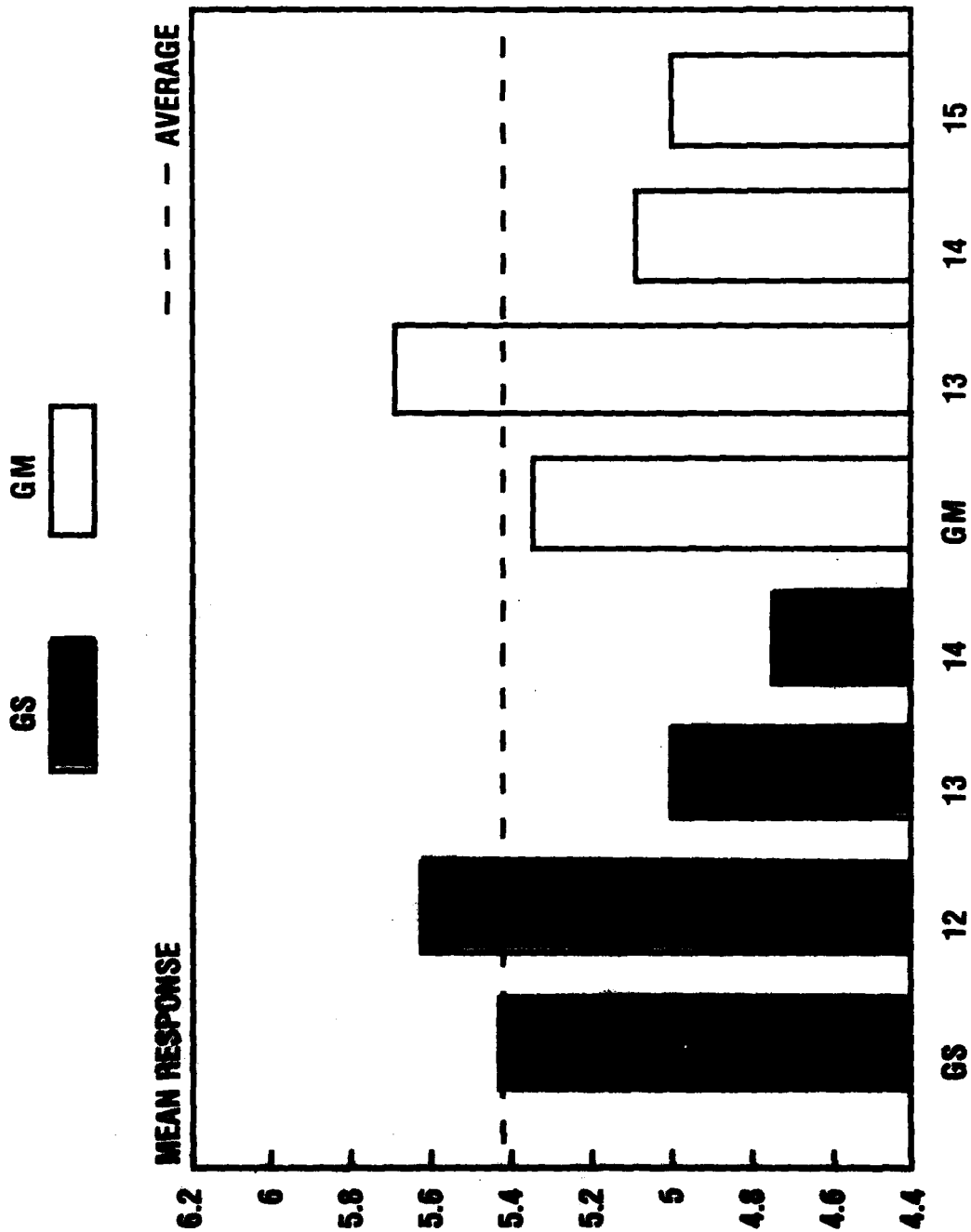
UNCERTAINTY RESULTING FROM
PROPOSED CHANGES IN RETIREMENT SYSTEM

LACK OF ADEQUATE RECOGNITION

GS ■   GM □   — — AVERAGE

MEAN RESPONSE

5.2, 5, 4.8, 4.6, 4.4, 4.2, 4, 3.8, 3.6, 3.4

GS, 12, 13, 14, GM, 13, 14, 15

66

INADEQUATE AUTHORITY TO CARRY OUT RESPONSIBILITIES

67
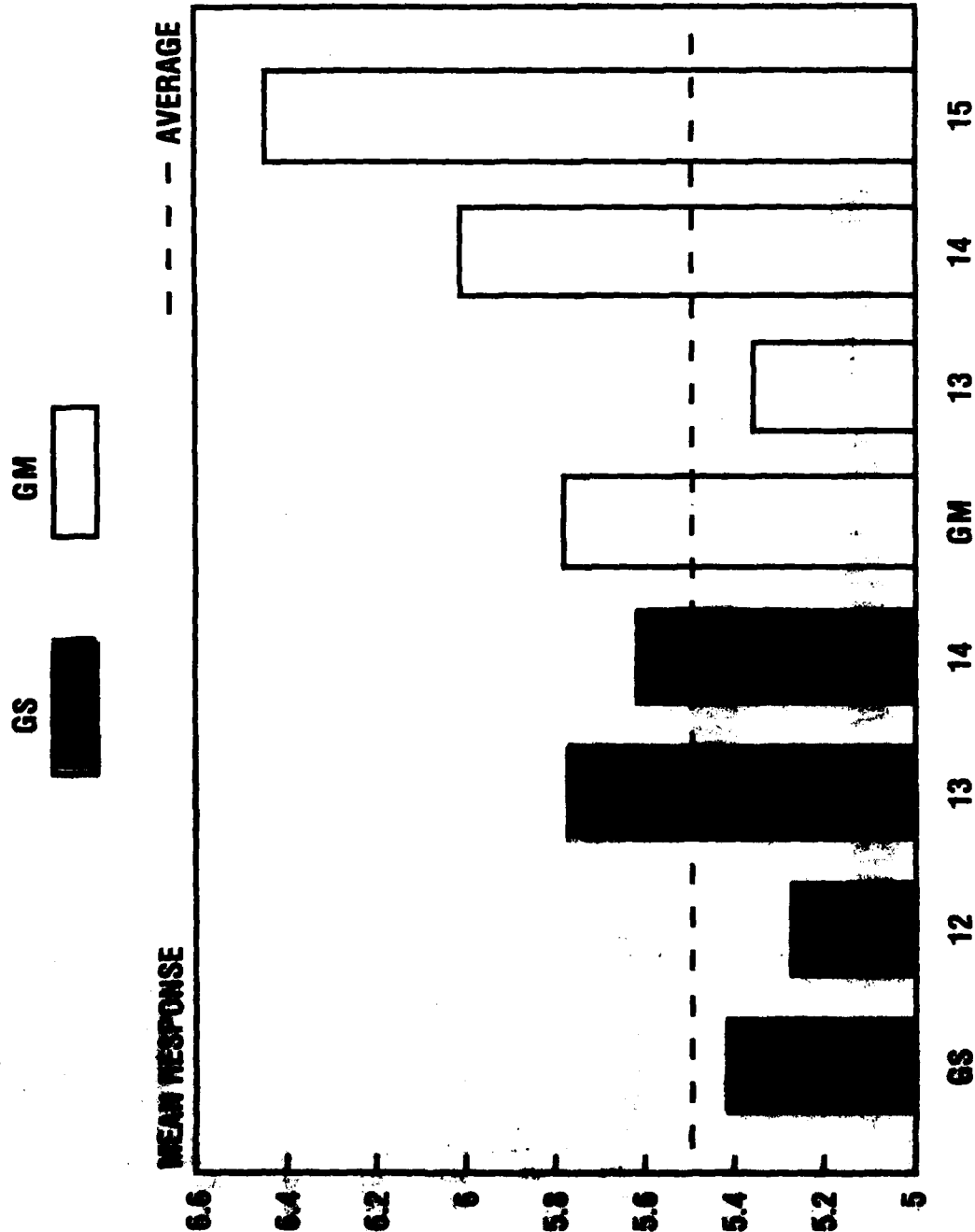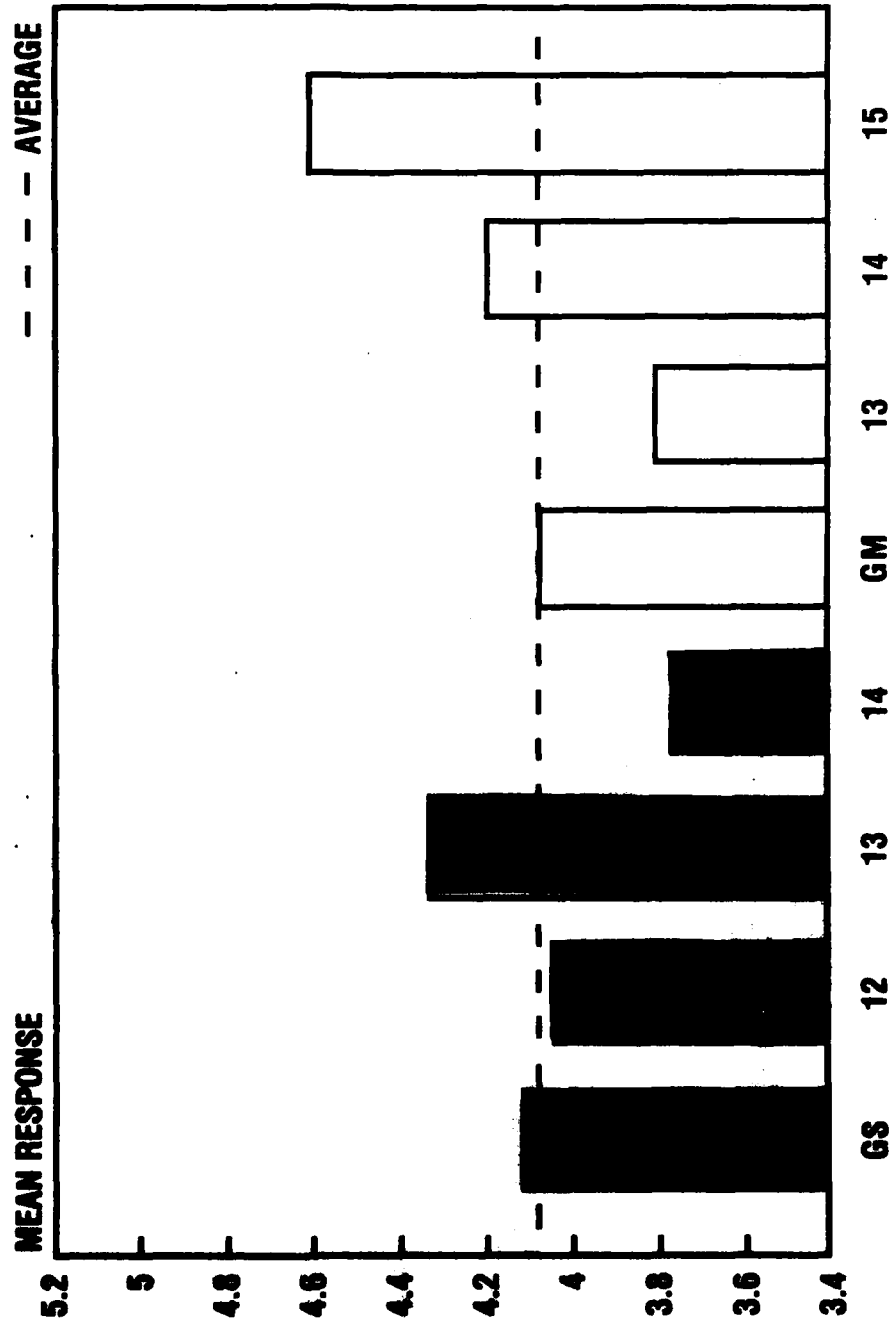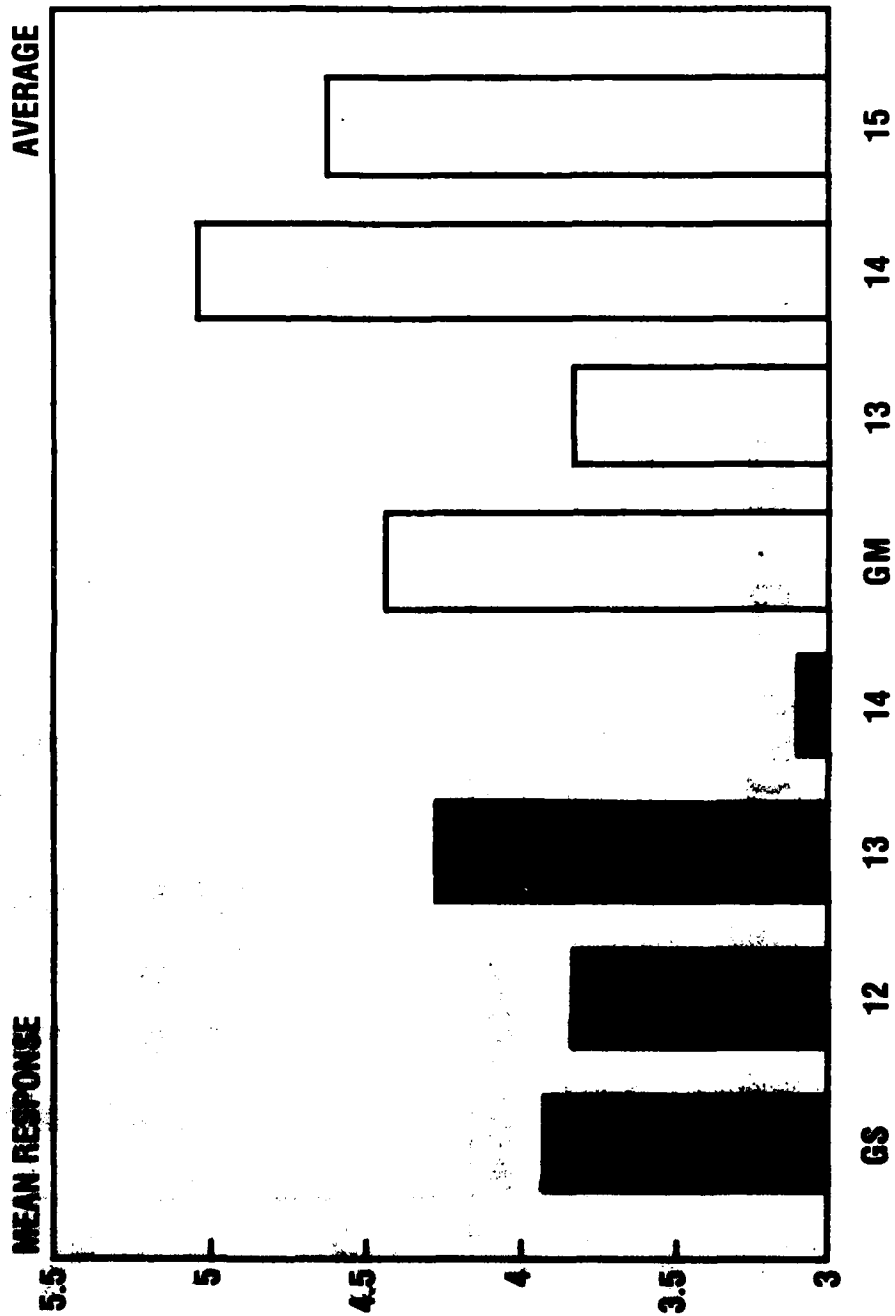
LACK OF ADVANCEMENT

GS ■ GM □ — — AVERAGE

68
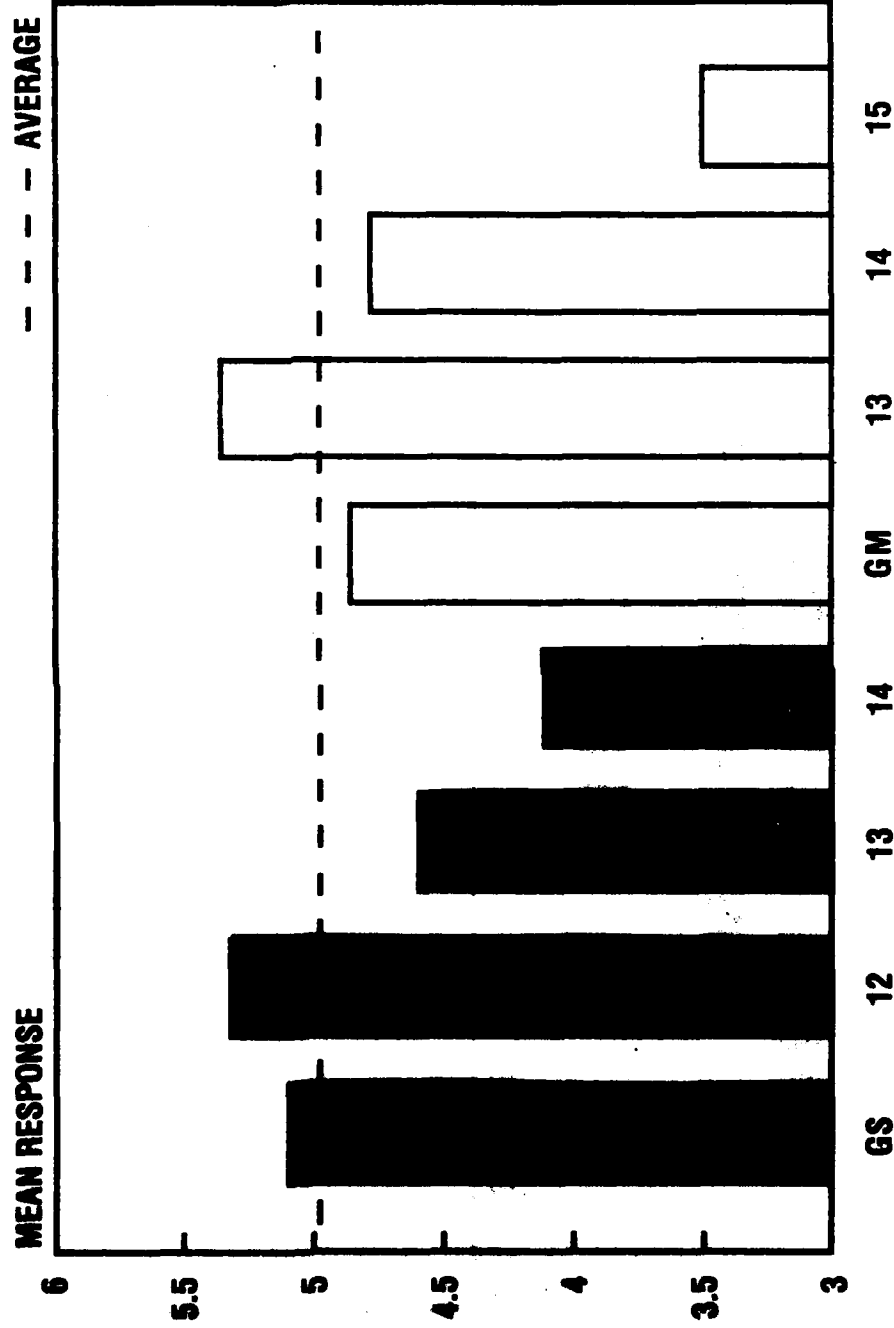
ISSUES THAT CONTRIBUTE TO STAYING

MY JOB

STABILITY

BENEFITS

Legend: GS (filled bar), GM (open bar), ------ AVERAGE

Y-axis (MEAN RESPONSE): 5.2, 5, 4.8, 4.6, 4.4, 4.2, 4, 3.8, 3.6, 3.4

X-axis categories: GS, 12, 13, 14, GM, 13, 14, 15

PAY

MEAN RESPONSE

GS ▮   GM ☐

---- AVERAGE

73
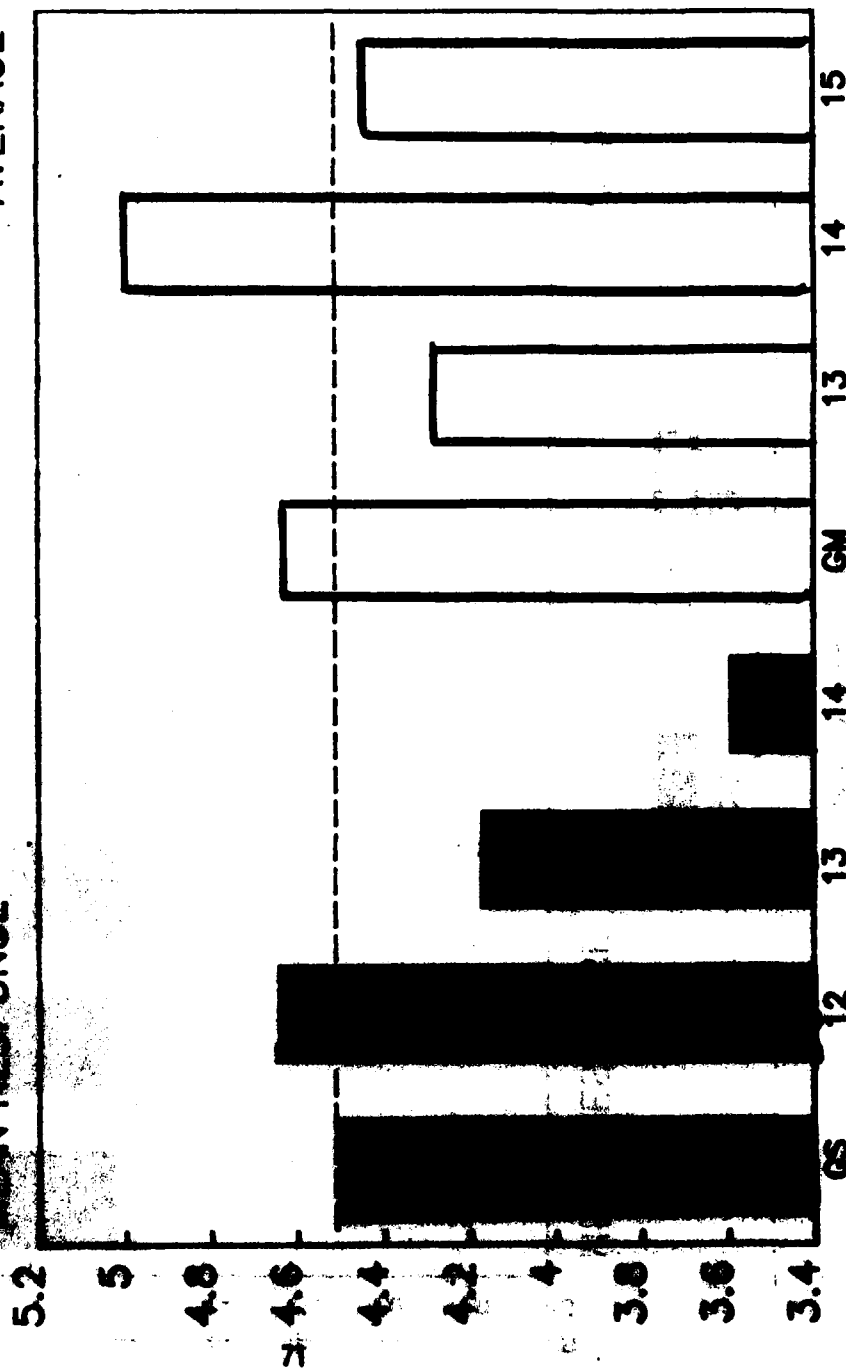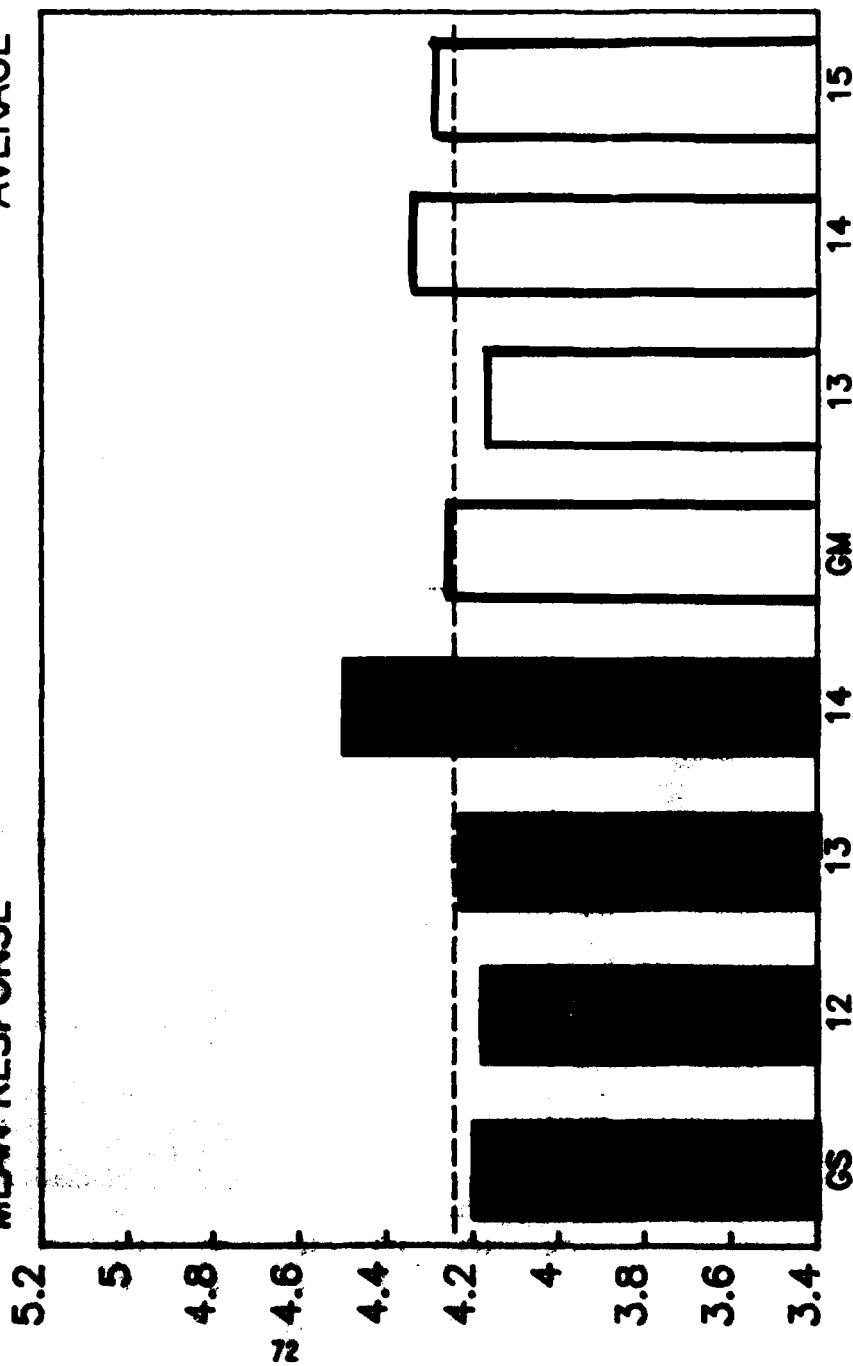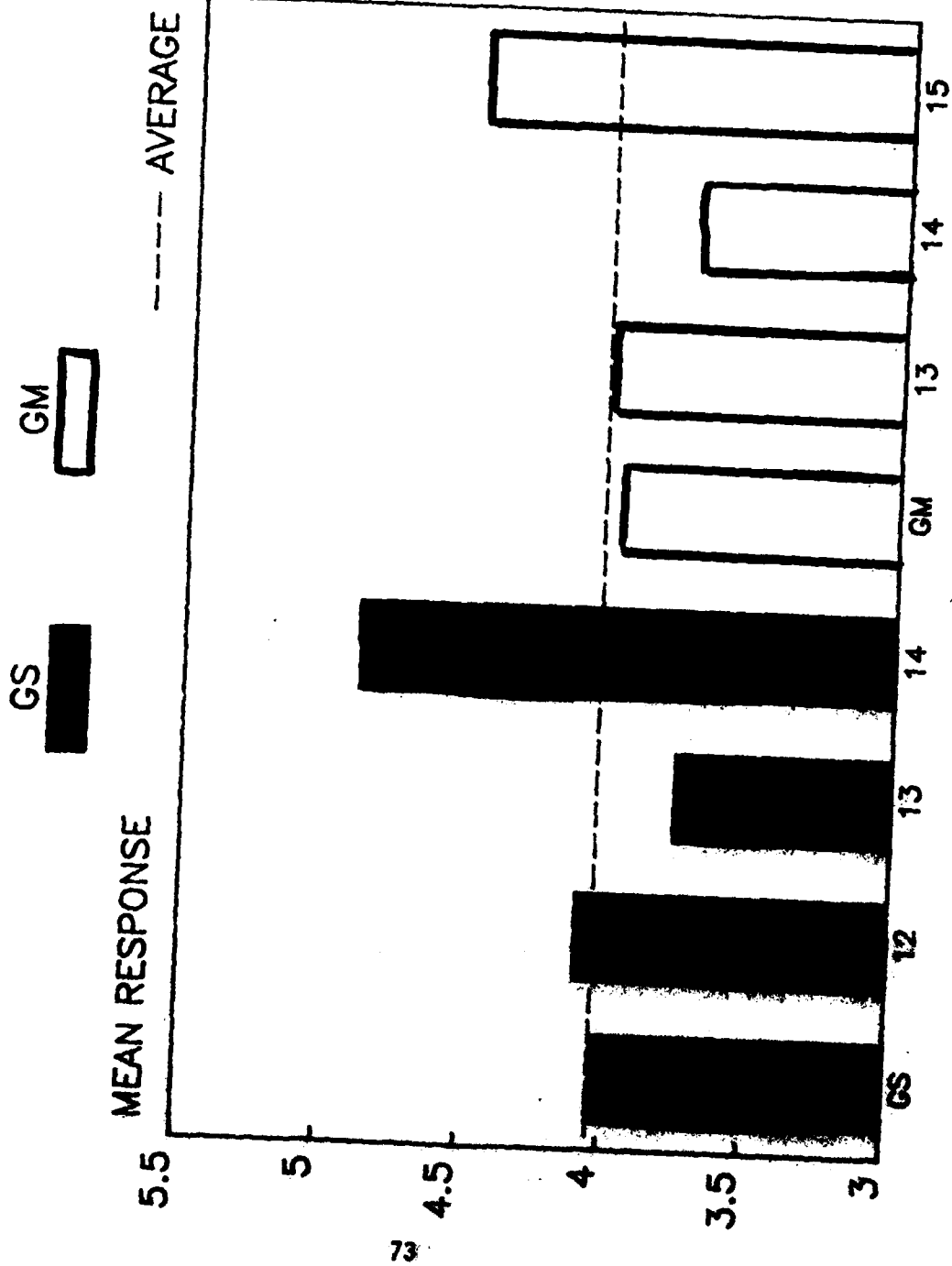
Appendix C

Issues by Education Level, Skill and Career Intent*

*Significant differences are shown by the lack of a common bar between any two groupings.

74

Analysis of Motivators Toward One's Decision

to Depart (Selected Items)

By

Educational Level

Skill

Career Intent

75

EROSION OF BENEFITS

By Education

HS	3.82
Col	4.12
PhD	5.32
BS	5.39
MA	5.52

By Skill

Other	4.78
Eng	5.46
Phy Sci	5.72
Math	5.75

By Career Intent

Stay	4.74
Retire	5.19
Sep	5.38
Undec	5.64

UPPER LEVEL SUPERVISION

By Education

HS	3.33
Col	3.35
BS	4.00
PhD	4.13
MA	4.26

By Skill

Other	3.61
Math	3.88
Eng	4.27
Phy Sci	5.10

By Career Intent

Stay	3.33
Undec	4.15
Retire	4.35
Sep	4.36

PAY

By Education

HS	3.36
Col	3.40
BS	4.27
MA	4.73
PhD	5.00

By Skill

Other	3.79
Math	4.59
Phy Sci	4.65
Eng	4.66

By Career Intent

Stay	3.70
Retire	3.74
Undec	4.80
Sep	5.05

PAY INCREASES

By Education

Col	3.78
HS	4.00
BS	4.89
MA	5.11
PhD	5.32

By Skill

Other	4.32
Math	4.70
Phy Sci	4.80
Eng	5.27

Career Intent

Stay	4.29
Retire	4.43
Undec	5.24
Sep	5.33

77

LOW PRESTIGE OF CIVIL SERVICE

By Education

HS	2.42
BS	3.07
PhD	3.25
Col	3.27
MA	3.40

By Skill

Phy Sci	2.76
Other	2.95
Math	3.02
Eng	3.41

By Career Intent

Stay	2.43
Undec	3.36
Retire	3.38
Sep	3.55

SUPERVISOR

By Education

HS	2.75
Col	3.15
BS	3.17
PhD	3.25
MA	3.56

By Skill

Phy Sci	3.05
Math	3.22
Other	3.28
Eng	3.41

Career Intent

Stay	3.00
Retire	3.16
Sep	3.31
Undec	3.48

BETTER WORKING CONDITIONS OUTSIDE

By Education

HS	1.18
Col	2.76
BS	3.48
MA	3.82
PhD	4.28

By Skill

Other	3.23
Phy Sci	3.27
Eng	3.66
Math	3.90

By Career Intent

Stay	2.67
Retire	2.71
Sep	3.79
Undec	4.14

LIMITED PROMOTION OPPORTUNITY

By Education

HS	2.25
Col	3.65
BS	5.26
PhD	5.52
MA	5.89

By Skill

Other	4.74
Phy Sci	5.14
Math	5.31
Eng	5.74

Career Intent

Stay	4.59
Retire	4.61
Undec	5.89
Sep	5.97

79

LITTLE SAY IN FUTURE ASSIGNMENTS

By Education

HS	1.92
Col	3.04
PhD	3.50
BS	3.57
MA	3.75

By Skill

Other	3.11
Phy Sci	3.23
Eng	3.77
Math	3.77

By Career Intent

Stay	2.83
Sep	3.00
Retire	3.34
Undec	3.38

TOO MANY PETTY RESTRICTIONS

By Education

HS	2.58
BS	3.98
Col	4.21
MA	4.23
PhD	5.12

By Skill

Other	3.74
Math	4.14
Eng	4.17
Phy Sci	5.41

By Career Intent

Stay	3.28
Undec	4.16
Retire	4.37
Sep	4.52

80

CAREER BROADENING

By Education

HS	2.00
PhD	3.50
Col	3.63
MA	3.89
BS	3.91

By Skill

Other	3.76
Eng	3.81
Phy Sci	4.00
Math	4.02

By Career Intent

Stay	3.33
Retire	3.46
Sep	3.88
Undec	4.16

INADEQUATE AUTHORITY FOR RESPONSIBILITIES

By Education

HS	2.08
Col	3.88
BS	3.99
PhD	4.08
MA	4.17

By Skill

Other	3.83
Math	3.85
Eng	4.13
Phy Sci	4.45

By Career Intent

Stay	3.39
Retire	3.95
Sep	4.21
Undec	4.21

OUTSIDE OPPORTUNITIES

By Education

HS	2.00
Col	3.88
BS	4.06
PhD	4.36
MA	4.71

By Skill

Other	4.04
Phy Sci	4.14
Eng	4.34
Math	4.54

By Career Intent

Retire	3.14
Stay	3.43
Sep	4.35
Undec	5.05

HIGHER PAY IN CIVILIAN JOB

By Education

HS	1.58
Col	3.24
BS	4.52
PhD	4.64
MA	4.98

By Skill

Other	3.85
Phy Sci	4.00
Eng	4.88
Math	4.92

By Career Intent

Retire	3.27
Stay	3.65
Sep	5.11
Undec	5.35

GENERAL EROSION OF TECHNICAL SKILLS

By Education

HS	2.25
Col	2.91
MA	3.04
BS	3.13
PhD	3.36

By Skill

Other	2.40
Eng	3.27
Math	3.29
Phy Sci	3.38

By Career Intent

Stay	2.61
Retire	2.95
Undec	3.19
Sep	3.25

DISCRIMINATION

By Education

HS	1.33
PhD	2.00
Col	2.08
MA	2.43
BS	2.77

By Skill

Eng	2.37
Other	2.56
Phy Sci	2.94
Math	3.01

By Career Intent

Stay	2.35
Retire	2.46
Undec	2.63
Sep	2.86

LACK OF BONUS MONEY

By Education

HS	1.50
Col	2.92
BS	2.96
MA	3.58
PhD	4.17

By Skill

Other	2.78
Phy Sci	3.00
Math	3.05
Eng	3.54

By Career Intent

Retire	2.82
Stay	2.88
Undec	3.46
Sep	3.52

NON GOVERNMENT JOB OPPORTUNITIES

By Education

HS	1.17
Col	2.92
BS	3.54
PhD	3.92
MA	4.23

By Skill

Other	3.24
Phy Sci	3.57
Math	3.92
Eng	3.98

By Career Intent

Stay	2.45
Retire	2.65
Sep	4.23
Undec	4.57

84

LACK OF ADVANCEMENT

By Education

HS	2.33
Col	3.73
PhD	4.64
BS	4.86
MA	5.50

By Skill

Other	4.46
Phy Sci	4.76
Math	4.92
Eng	5.30

By Career Intent

Stay	4.03
Retire	4.19
Sep	5.55
Undec	5.56

Analysis of Motivators Toward One's Decision
to Stay (Selected Items)

By

Educational Level

Skill

Career Intent

BENEFITS

By Education

Col	3.96
MA	4.23
PhD	4.24
HS	4.33
BS	4.41

By Skill

Eng	4.14
Phy Sci	4.15
Other	4.47
Math	4.69

By Careet Intent

Sep	3.60
Retire	3.97
Undec	4.36
Stay	4.60

PROMOTION OPPORTUNITY

By Education

HS	2.58
PhD	3.24
MA	3.66
Col	3.68
BS	3.80

By Skill

Eng	3.53
Other	3.79
Phy Sci	3.91
Math	3.99

By Career Intent

Sep	3.18
Retire	3.25
Stay	3.58
Undec	3.87

SUPERVISOR

By Education

HS	3.55
BS	3.63
MA	3.95
Col	4.19
PhD	4.28

By Skill

Math	3.71
Eng	3.71
Other	3.95
Phy Sci	5.05

By Career Intent

Retire	3.18
Sep	3.40
Undec	3.93
Stay	4.22

PAY

By Education

PhD	3.44
MA	3.97
HS	4.08
BS	4.20
Col	4.42

By Skill

Eng	3.92
Math	4.09
Phy Sci	4.09
Other	4.40

By Career Intent

Sep	3.48
Retire	3.79
Undec	4.12
Stay	4.57

88

STABILITY

By Education

Col	4.08
PhD	4.20
HS	4.25
BS	4.52
MA	4.59

By Skill

Eng	4.45
Phy Sci	4.48
Other	4.53
Math	4.71

By Career Intent

Retire	4.08
Sep	4.13
Undec	4.61
Stay	4.83

MY JOB

By Education

BS	4.51
Col	4.70
MA	4.71
HS	4.75
PhD	5.28

By Skill

Other	4.48
Math	4.56
Eng	4.68
Phy Sci	5.43

By Career Intent

Sep	4.20
Retire	4.21
Undec	4.47
Stay	5.14

JOB SATISFACTION

By Education

HS	4.25
BS	4.60
Col	4.63
PhD	4.64
MA	4.70

By Skill

Other	4.59
Eng	4.60
Math	4.72
Phy Sci	5.18

By Career Intent

Sep	3.83
Retire	4.05
Undec	4.75
Stay	5.38

FREEDOM AND INDEPENDENCE IN DECISION MAKING

By Education

HS	3.42
PhD	3.84
BS	4.12
Col	4.15
MA	4.17

By Skill

Math	4.03
Eng	4.10
Other	4.12
Phy Sci	4.59

By Career Intent

Sep	3.27
Retire	3.51
Undec	4.30
Stay	4.76

Appendix D

Summary of Comments

In Table 1, the comments are subdivided into major categories and are rank ordered by frequency of occurrence. The frequency of occurrence for each major category of comment is depicted as a percentage of the 808 total comments made. The frequency of occurrence of the comments for each subcategory of a major category is depicted as a percentage of the comments made for that major category. For example:

1. Percentage of total comments made.

    a. Percentage of total comments made for major category 1.

       (1) Percentage of total comments made for subcategory a.

Appearing under each major or subcategory is a sample of the specific comments made on that category.

In Table 2, the comments are subdivided into major categories and are rank ordered by frequency of occurrence. The frequency of occurrence for each major category of comment is depicted as a percentage of the 667 total comments made.

2/2

END
DATE
FILMED
10 84

MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Appendix D

Summary of Comments

In Table 1, the comments are subdivided into major categories and are rank ordered by frequency of occurrence. The frequency of occurrence for each major category of comment is depicted as a percentage of the 808 total comments made. The frequency of occurrence of the comments for each subcategory of a major category is depicted as a percentage of the comments made for that major category. For example:

1. Percentage of total comments made.

    a. Percentage of total comments made for major category 1.

        (1) Percentage of total comments made for subcategory a.

Appearing under each major or subcategory is a sample of the specific comments made on that category.

In Table 2, the comments are subdivided into major categories and are rank ordered by frequency of occurrence. The frequency of occurrence for each major category of comment is depicted as a percentage of the 667 total comments made.

TABLE A

OPEN ENDED QUESTION 1

SUMMARY OF COMMENTS

489 Response Sheets
808 Comments

WHAT CHANGES TO ENHANCE CAREER DEVELOPMENT WOULD YOU RECOMMEND TO ORGANIZATION
LEADERS?

---

1. CAREER PROGRESSION   29%

   a. More opportunities for advancement.   58%

      (1) Career progression for engineers.   58%

         - "Increase promotion potential in the technical areas (Dual
           Track)."
         - "All job promotions for engineers should be by the
           Engineering and Services Civilian Career Management
           Program."
         - "Allow engineers to be promoted in their field of expertise
           beyond the journeyman level; not have to go into supervisory
           positions to get ahead."

      (2) Equitable promotion system.   40%

         - "Most promotions to the 14 and 15 levels are not made on the
           best qualified basis."
         - "Promote on merit rather than seniority."
         - "Get out of the Affirmative Action mode."

      (3) Other   2%

   b. Improve grade structure.   42%

      - "Increase positions for GS-13 and above."
      - "We are the DOD stepchild in this area."
      - "Pay grades need to correspond to work load and responsibility."

2. ORGANIZATIONAL LEADERSHIP   26%

   a. Utilize more civilians in middle and upper manage-   38%
      ment positions.

      - "Let civilians and military compete evenly for management level
        positions."
      - "Time spent in educating blue suiters is wasted because of
        constant turnover."
      - "Give qualified civilians comparable jobs to military."

(1) Leadership.   57%

- "There is far too much unofficially mandated hand holding of
  military."
- "Most military managers are transient leaders with personal
  interests (promotion) and are deliquent in making proper
  decisions."
- "Military supervisors do not manage/guide civilian careers
  with the same level of enthusiasm as they do military
  personnel careers."

(2) Stability.   42%

- "The stability of civilian management and supervision.
  Management positions should be civilian with long term
  responsibility."
- "Military personnel generally are moved at critical
  milestone points in programs."
- "Add stability to the program offices/support offices by
  reducing the number of military and stopping the turn
  over."

(3) Other.   1%

b. Increase awareness of the civilian work force.   28%

- "Higher management are not supportive of the civilian work
  force."
- "Management does not care about us. The career of a civilian
  would be sacrificed in the blink of an eye to enhance the career
  potential of an equally ranked officer."
- "Who cares if we stay or go?"

c. Reduce micro-management.   18%

- "The perception is that nobody trusts anyone to do the job."
- "Middle management serves no purpose if everything has to go
  across the general's desk."
- "Give the people more freedom of judgement and decision making
  authority; then hold them accountable."

d. Improve decision making process.   14%

- "Too many decisions are made on political considerations and not
  on technical merit."
- "Management not technically qualified to make proper decisions."
- "Top level leaders cause more problems to program management and
  the organization than they provide help."

e. Other.   2%

3. EDUCATION AND TRAINING   11%

   a. Improve training opportunities.   61%

       - "Permit greater attendance of technical specialists to technical
         symposia/meetings."
       - "Provide for a structured training program for technical people
         promoted to management positions."
       - "There is no obvious attempt to support (time and money) any form
         of a GS development training program to develop management skills
         necessary for advancement."

   b. Improve educational opportunities.   39%

       - "Establish long term, full time college graduate training
         program."
       - "Broader choice of PhD programs at the on base center."
       - "Insure that educational and training opportunities are based on
         needs of the organization and are not provided as a reward to
         individuals."

4. CAREER DEVELOPMENT POLICIES   9%

   a. Establish a career development program.   58%

       - "Specific career development plans for individuals to include
         formal course training, on-the-job training, and cross
         training."
       - "Plan progression of high level civilian managers."
       - "Both the Executive Development Program and the Middle Management
         Development Program need attention now."
       - "Establish a meaningful career development program; one where
         advancement is evident."

   b. Establish a career broadening program.   42%

       - "Rotate civilian and military staff members into the work
         trenches periodically."
       - "Initiate program for GS/GM 13s and 14s to cross fertilize
         training (short term) on work tours within other AD organiza-
         tions."
       - "Make career broadening plans available to the general populace."

5. RECOGNITION   7%

   - "Recognize civilians as a valuable work force."
   - "Give recognition to the civilian work force when warranted."
   - "Civilians are not given the opportunity to be a part of the team."

6. <u>CPAS AND GMAS</u>   7%

    - "CPAS and GMAS are unfair and promote 'good old boy' teams."
    - "Management should spend as much time on civilian appraisal systems
      as they do on OERs."
    - "Not based on performance but on who you know."
    - "Military supervisors should know the importance of the appraisal
      system to a civilian's career."

7. <u>PAY AND BENEFITS</u>   4%

    - "Increase pay. Cost of living raises are insufficient."
    - "I can get a significantly higher salary doing the same work in
      industry."
    - "I will be getting a 24% pay increase in industry with better
    benefits."

8. <u>MISSION POLICY</u>   4%

    - "Mission objectives are unclear and fragmented."
    - "Deliniate the goals of the organization to all personnel."
    - "Insure that personal goals of individuals and organizational goals
      are compatable."

9. <u>IRRITANTS</u>   2%

    - Reduce TDY restrictions (Foreign, leave in conjunction with TDY,
      MILAIR).
    - Reinstate flex time.
    - Civilian Personnel Office delays.
    - EEO policies.
    - Non-essential paperwork.

10. <u>MISCELLANEOUS</u>   1%

    - Increase manpower.
    - Improve Policy Board.
    - No change needed.
    - Follow survey results.
    - Lack of quality personnel who have a firm academic background.

TABLE B

OPEN ENDED QUESTION 2

SUMMARY OF COMMENTS

489 Response Sheets
667 Comments

WHAT IS THE MOST SIGNIFICANT FACTOR INFLUENCING YOUR CURRENT CAREER DECISION?

1. TIME IN CIVIL SERVICE   18%

   - Too much time invested.

2. LACK OF ADEQUATE COMPENSATION   15%

   - Erosion of benefits.
   - Pay

3. JOB SATISFACTION   14%

4. THE LOCAL AREA   11%

5. LACK OF CAREER PROGRESSION   11%

6. JOB SECURITY AND STABILITY   7%

7. FAMILY CONSIDERATIONS   6%

8. POOR ORGANIZATIONAL LEADERSHIP   6%

9. PAY AND BENEFITS (POSITIVE)   4%

10. LACK OF CAREER DEVELOPMENT   4%

11. IRRITANTS   2%

12. THE ECONOMY   1%

13. INABILITY TO MANAGE PERSONNEL BECAUSE OF SYSTEM   1%

    - Forced CPAS ratings.
    - Civilian personnel regulations.

APPENDIX E

Personal and Telephone

Interview Guides

Personal Interviews

1. What factors or considerations contributed to your choosing a civil service career?

2. How satisfying has your civil service career been?

3. What are your current expectations or aspirations?

4. Presently, what considerations or factors influence your continuing your civil service career?

5. Under what conditions would you most likely leave civil service for the private sector?

6. For the following, comment on their influence in your near term career objectives.

    a. Pay and benefits

    b. Job security

    c. Job satisfaction

    d. Career progression

    e. Career development policies

    f. Organizational leadership

7. What changes would you recommend to enhance civil service careers that can be effected by the organization? (actions, policies)

Telephone Interviews

Describe your current job

Length of time away from AF job

1. What factors or considerations contributed to your choosing a civil service job?

2. How satisfying was your civil service job?

3. What considerations influenced your decision to depart?

4. Comment on the influence of the following on your decision to leave?

    a. Pay and benefits

    b. Job security

    c. Job satisfaction

    d. Career progression

    e. Career development policies

    f. Organizational leadership

    g. Retirement system

7. What changes would you recommend to enhance civil service careers that can be effected by the local leaders (actions, policies)?